

STATE OF UTAH

DRUG AND VIOLENT CRIME ENFORCEMENT CONTROL PLAN

THREE YEAR STRATEGY
2000 - 2002



Commission on Criminal and Juvenile Justice
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www.justice.state.ut.us/Grants/Default.htm

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Executive Summary

Michael O. Leavitt, the Governor of Utah, has designated the Commission on Criminal and Juvenile Justice (CCJJ) as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. This strategy update responds to the grant guidance provided by the Bureau of Justice Assistance, U.S. Department of Justice, and requests Utah's 2000 formula allocation of \$4.484 million. CCJJ staff consulted with the Utah Substance Abuse and Anti-Violence Coordinating Council, and the CCJJ Board Members in developing this update. Utah chiefs of police, county sheriffs, and other criminal justice representatives also were consulted, and provided input and direction in individual meetings and through CCJJ crime reduction task force.

The Byrne formula grant program has enabled Utah to respond to the most critical criminal justice problems and challenges during the last several years. A review of the programs funded between July 1, 1998 - June 30, 1999 confirmed that the programs have been effective in impacting the problems which were targeted.

Summary of Drug and Crime Problems in Utah

The major focus of the formula grant program in Utah targets the problems associated with drugs. Substance abuse and illegal drug activity are recognized to be among Utah's greatest challenges, as they continue to threaten the well being of every citizen in our state. The costs, in terms of economics and human suffering, are staggering. Utah will continue its commitment to **drug law enforcement**.

Other criminal justice problems have surfaced in Utah during the last few years which have been addressed with the formula funds. In particular, an increase has been noted in the number and severity of **juvenile offenses and gang violence**. In 1995 the Utah Legislature passed House Bill 11, the Serious Youth Offender Bill which specified the crimes that would require automatic transfer from the juvenile to the adult system for offenders ages 16-17. Included is a crime that has been identified as specific to gang members: the drive-by shooting. This inclusion was one more attempt by the Legislature to address Utah's gang problem.

In recent years Utah has experienced one of the highest growth rates in prison population for the nation. This combined with limited funding to build additional beds has lead to overcrowding at Utah's correctional facilities. Approximately 80% of Utah's inmates have **substance abuse** problems. These problems ultimately are responsible for higher recidivism rates as those on probation and parole are frequently returned to prison due to relapse. Partnerships have been formed with the Utah Division of Substance Abuse, local substance abuse authorities, and the Utah Substance Abuse and Anti-Violence Coordinating Council to focus additional resources on substance abuse treatment programs. Byrne funding will be focused on offenders associated with the Department of Corrections.

Not only have Utah's prisons been operating at capacity but many county jails are operating under **court orders** that require the release of offenders once jail populations reach a

maximum limit. In 1997 Utah County completed construction of a new facility with a capacity of 668 inmates. This facility, which was suppose to meet county needs years into the future, is filling up faster than anticipated, reaching 380 inmates less than one year after opening its doors. Salt Lake County completed construction in December 1999 of a new jail that added 1044 beds to their capacity, unfortunately, 800 of those beds will simply replace beds lost by closing the metro jail which has been deemed unsafe for use as a correctional facility. New construction along with ***jail diversion programs*** will continue to aid in the management of overcrowded facilities.

With the assistance of federal funding, Utah has been able to significantly improve the ***criminal history records*** since a 1990 audit revealed the records were incomplete. Improving Utah's criminal history records continues to be a state priority.

Accompanying the explosion in computer technology over the past two decades, has been a proliferation in crimes committed by ***white-collar criminals***. Byrne funding will continue to be used to staff a white-collar crimes forensic lab. This lab has made a significant impact in the year it has been operational handling over 60 cases.

Utah's Response

At the local level, funding is awarded in support of ***multi-agency drug task forces, gang units, jail diversion projects, crime scene investigation efforts, technology initiatives, and strategic planning*** for criminal justice agencies. Task forces have experienced varying levels of success during the past year, however, it is the opinion of law enforcement across the state that without these programs illicit drug use and violent crime would escalate. Drug task forces continue to be the number one priority for funding by the State's chiefs and sheriffs.

Crime scene investigation grants have benefitted dozens of law enforcement agencies over the past few years. Funding has been used to provide officers with detailed crime scene training as well as much needed equipment to carry out investigations. One agency reported an increase in the number of cases solved by 70% due largely to the training and equipment provided by their investigator.

At the State level, funding has supported a variety of criminal justice projects including ***White-Collar Crimes Investigation; Juvenile Screening and Referral services; Substance abuse treatment for juvenile and adult offenders; crime lab enhancement; Court enhancements, Juvenile drug court, programming for the mentally challenged, and law enforcement training.***

During the past few years several evaluations have been conducted by the University of Utah of various Byrne funded programs including Financial Crimes Prosecution, Alternatives to Detention for juvenile offenders, Adult Day-Reporting Center, Juvenile Drug Court, Outpatient Sex Offender Treatment, and a Home Electronic Detention program. Results from evaluations indicate these programs have been largely beneficial to those who have participated in their activities. Since some of these programs have reached their 48 month limit with Byrne funding, evaluations have provided a strong endorsement for agencies to seek state funds to continue the programs.

This three year strategy provides additional funding to the Utah Department of Corrections to further our efforts in the area of substance abuse treatment. This additional allocation is part of an overall state plan to relieve overcrowding at current prison and jail facilities while attempting to address the “revolving door” at correctional facilities. These substance abuse treatment options are in line with many discussions and meeting during 1999 to draft a “Continuum of Substance Abuse Services” for helping to solve Utah’s drug related crime problem. This continuum is outlined later in this report and has been a focal point in Utah’s Crime Reduction planning efforts. Two new abstracts are included in this multi-year strategy. With the assistance of Byrne funding the Department of Corrections will be able to provide programming options for mentally challenged individuals within its facilities. Also the Department of Public Safety will be able to hire and train a questioned documents examiner for the state crime lab system.

Programs which are now funded through state or local sources include the Pharmaceutical Diversion Unit, two county attorney Drug Prosecution Units, the Utah Law Enforcement Intelligence Network, a Clandestine Lab Unit, a Juvenile Offender Work Restitution Program, adult and juvenile ISP programs, a Drug Treatment Program for offenders, a Crime Lab Facility (Cedar City), a Child Abuse Prosecution Unit, a Drug Prosecution and Training Unit, D.A.R.E. Coordination Project, a Fugitive Felony Task Force, various Crime Scene Investigation Units, Financial Crimes Prosecution Unit, Adult Sex Offender Treatment and Adult Jail Work Diversion programs.

Summary of 2000 Programs to be Funded

The following summarizes the programs which have been identified to receive 2000 funding from Utah’s \$4.484 million appropriation. The programs were selected to target Utah's current drug control and violent crime problems:

Local Programs

- Multi-jurisdictional drug task forces (16, including two combined drug and gang units)
- Gang enforcement units (2)
- Jail diversion programs (1)
- Crime scene investigation units (3-6)
- Strategic Planning/Assessment (1)

State Programs

- Court Case Managers (1)
- Crime lab personnel and equipment (3)
- Residential drug treatment for adult and juvenile offenders (4)
- Non-residential substance abuse treatment (2)
- Juvenile Drug Court (1)
- Criminal History Improvement Projects (6)
- Court Delay Reduction (1)
- White-collar technology forensic lab (1)
- Racial and Ethnic Fairness Task Force (1)

- Programming for the mentally challenged within Corrections (1)

State Administrative Agency

The 1983 Legislature created the Utah Commission on Criminal and Juvenile Justice (UCA 63-25-4 (1)-(9)). The Commission is now comprised of 21 key criminal justice leaders from throughout the state. Its staff also provides the criminal justice staffing for the Governor's Office.

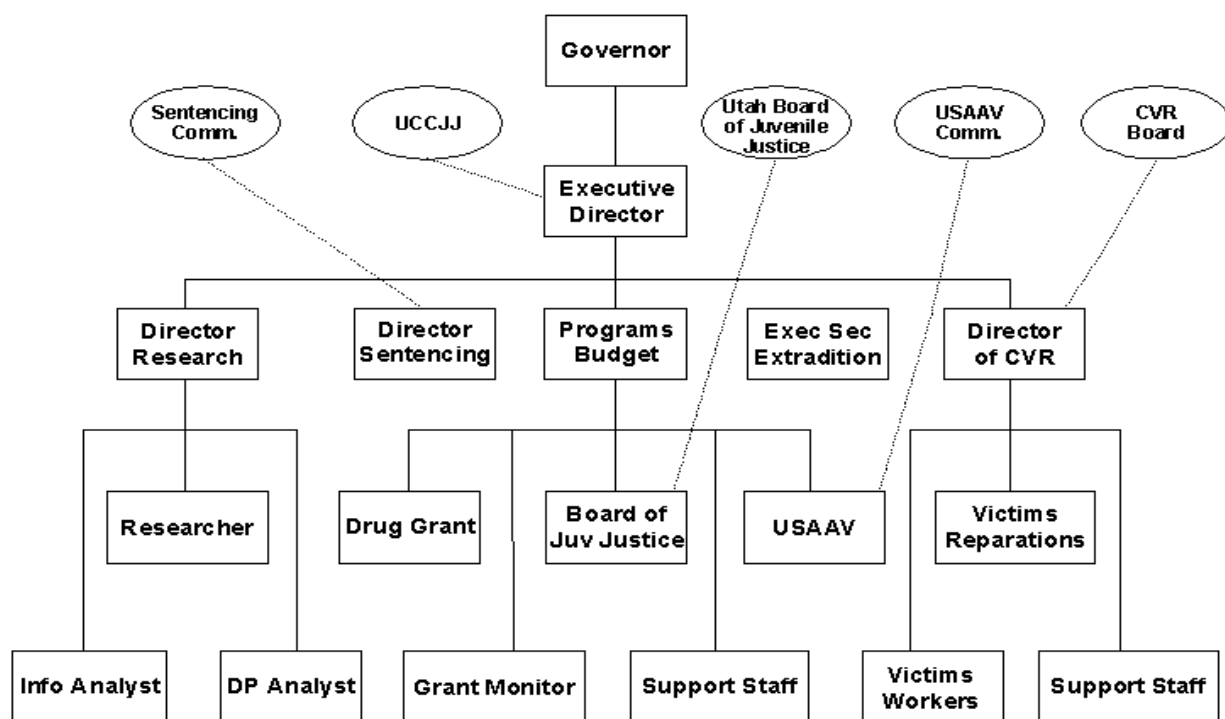
The Commission is charged to ensure broad philosophical agreement concerning the objectives of the criminal justice systems in Utah. It was created to provide a mechanism for coordinating the functions of the various branches and levels of government targeting criminal justice. It is also charged to:

- Promote the coordination of all criminal and juvenile justice agencies;
- Provide analysis and recommendations on all criminal justice legislation, state budgets, and facility requests;
- **Provide analysis, accountability, recommendations, and supervision for Federal criminal justice grant monies;**
- Provide public information on the criminal and juvenile justice systems;
- Provide a criminal justice plan annually;
- Develop, monitor, and evaluate sentencing and release guidelines;
- Forecast future demands for the criminal justice system; and
- Promote the development of criminal justice information system.

Commission Membership

<u>Member</u>	<u>Affiliation</u>
Doug Bodrero, Chair	Citizen Representative
Judge Joseph W. Anderson	3 rd District Juvenile Court
Dan Becker	State Court Administrator
Georgia Block	Public Education Representative
David Yocum	Statewide Association of Prosecutors
Rep. Afton Bradshaw	Utah House of Representatives
John T. Nielsen	Utah Sentencing Commission, Chair
Gary Dalton, Vice Chair	Director, Division of Youth Corrections
Craig Dearden	Commissioner, Dept. of Public Safety
Jan Graham	Utah Attorney General
Chief Richard W. Hendricks	Utah Chiefs of Police Assoc.
Senator Joseph L. Hull	Utah State Senate
Dr. James O. Mason	Substance Abuse & Anti-Violence Coord. Council
H. L. (Pete) Haun	Director, Department of Corrections
Michael Sibbett	Chairman, Board of Pardons and Parole
Gregory G. Skordas	Utah State Bar Representative
Sheriff Mike Spanos	Utah Sheriff's Assoc.
Ronald N. Vance	Chairman, Utah Board of Juvenile Justice

Utah Commission on Criminal and Juvenile Justice Organizational Chart



NOTE: UCCJJ is the Utah Commission on Criminal and Juvenile Justice, USAAV is the Utah Substance Abuse and Anti-Violence Coordinating Council, and CVR is Crime Victims Reparations.

Judge Sandra Peuler
Richard McKelvie
S. Camille Anthony

Utah Supreme Court Representative
U.S. Attorney's Office Representative
Executive Director

State Administrative Agency (SAA) Staffing

Michael O. Leavitt, the Governor of Utah, designated the *Commission on Criminal and Juvenile Justice* (CCJJ) as the Utah agency responsible for coordinating and administering the Edward Byrne Memorial State and Local Law Enforcement Assistance Formula Grant Program. 2.2 percent (\$100,000) of the 2000 Utah Byrne grant is embarked for administration funds.

The grant program manager assigned by CCJJ to the Byrne grant spends approximately 85 percent of his time on the program. The remaining 15 percent of his time is spent managing the Law Enforcement Block Grant Program. This individual is responsible for the day-to-day management of the Drug Control and System Improvement Formula Grant Program.

Responsibilities include consulting with the various criminal justice contacts regarding Utah's annual drug and violent crime strategy and work plan; developing all required grant applications and reports; developing grant application kits; announcing the availability of funds;

reviewing and scoring grant applications on an annual basis, and making awards in conjunction with a review committee; processing all paperwork involved in establishing grant programs; authorizing grant change requests from subgrantees; and monitoring all grant programs.

Other CCJJ staff provide program support to the Byrne grant program on a part-time basis. One program specialist is responsible for the fiscal monitoring of the grant program, ensuring that the request for reimbursements are accurate, and that proper documentation exists for reimbursements. This individual spends up to 45 percent of his time with this responsibility.

The CCJJ fiscal officer spends 5 percent of his time in support of the grant program, mainly in processing grant reimbursements. One half-time secretary spends approximately 45 percent of her time with the grant program, assisting with the compilation of applications and reports; inputting IPR information; and setting up new subgrantee files. The CCJJ executive director spends up to 5 percent of her time with grant related issues (defining current drug and violent crime problems; discussing the work plan allocations; making contacts regarding legislation, etc.).

The following chart summarizes the CCJJ staff resources provided in support of the Byrne grant program:

Staff Resources for Administration of the Byrne Formula Grant Program		
	Number of FTE Employees Working on the BJA Formula Grant Program	Number of FTE Employees Funded by BJA Formula Grant Administrative Funds
Staff Agency Head	1 - 5%	-0-
Program Director/Manager	1 - 85%	1 - 85%
Program Specialists	1 - 45%	1 - 45%
Fiscal Staff	1 - 5%	1 - 5%
Secretarial Staff	.5 - 45%	.5 - 45%
Evaluation Staff	1 - 5%	-0-
Statistical Analysis Center (SAC) Staff	1 - 5%	-0-

Compliance with Legislative Requirements

Match

Twenty-five percent of the total project costs will be paid for by the individual State and local project participants.

Jacob Wetterling Crimes Against Children and Sexually Violent Offender Registration Act

The State of Utah has demonstrated compliance with the original requirements of the Jacob Wetterling Act of 1996 as amended per notification from the Bureau of Justice Assistance received October 19, 1999. This notification was made after a legal review of information and documentation provided by CCJJ to the Office of General Counsel.

This same letter also granted Utah a two year extension of time to come into compliance with the Pam Lychner Act after demonstrating a "good faith" effort to come into compliance. This extension will expire on October 2, 2001.

HIV Testing Requirement

In compliance with a Congressional mandate, the Utah Legislature passed a bill which provides rights to victims of sexual offenses. These rights include: 1) the right to request mandatory testing of the convicted sexual offender for Human Immunodeficiency Virus (HIV); 2) the right to be informed of the HIV test results of the convicted offender, counseling regarding HIV disease, and referral to health care and support services; and 3) the right to request free HIV testing for themselves. CCJJ was notified on December 7, 1993, that Utah was deemed to be in compliance with all aspects of Section 1804 of the Crime Control Act of 1990 regarding HIV testing of certain offenders.

INS Plan

The Immigration and Naturalization Service (INS) Plan of March 1992 has been submitted to and approved by the Bureau of Justice Assistance. Utah continues to be in full compliance with this plan.

Criminal Justice Reporting Improvement Plan

Utah's Criminal History Record Improvement Plan was originally approved by the Bureau of Justice Assistance in April of 1992. This plan has become an all-encompassing plan for allocating all of Utah's criminal history improvement grant funds, including at least 5% of Utah's annual Byrne award. Updates to this plan are ongoing.

Public Notice Compliance

Utah's application requesting its 2000 formula grant allocation was made public via an invitation for public comment which was printed in the legal notices section of the two major daily newspapers in Utah: *The Deseret News* and *The Salt Lake Tribune*. These daily newspapers are distributed to towns and cities throughout Utah.

In addition, this announcement was published in the following local newspapers, *Ogden Standard Examiner*, *Richfield Reaper*, *Vernal Express*, *Cedar City & St. George Daily Spectrum*, and *The Herald Journal* of Logan. These newspapers combined, cover a majority of Utah's population centers outside the Wasatch Front. By printing this announcement in the selected newspapers, the public had an opportunity to provide comment on the plan.

This announcement was published in each paper within the time period of January 3 - January 14, 2000. Copies of the invitation for comment were included in Utah's application for funding submitted to the Department of Justice.

A. Nature And Extent Of Criminal Justice Problems in Utah

Substance abuse, illegal drug activity and community violence continue to trouble Utah's policymakers and citizens alike. Few citizens are untouched by the destructive nature of these activities and few policy-makers are exempt from confronting these issues that have the potential to destroy the quality of life for all Utahns. An increased understanding of the nature and prevalence of substance abuse and violence will lead to a more comprehensive approach that better addresses the issues across the entire spectrum.

Assessment of Crime and Substance Abuse Rates

To assist in the evaluation of the nature and extent of Utah's most significant crimes and problems, CCJJ was successful in securing technical assistance funding through BJA to contract with William V. Pelfrey Ph.D. of Virginia Commonwealth University to complete an assessment of crime in the state. In August 1999 CCJJ's Executive Director and members of staff met with Dr. Pelfrey in Salt Lake City to discuss issues related to crime in Utah and collaborate on the study he was about to undertake.

Dr. Pelfrey's final analysis includes a detailed discussion and statistics for the following major areas of crime in Utah.

- | | |
|----------------------------|------------------------|
| 1. Index crime rate | 7. Property crime rate |
| 2. Violent crime rate | 8. Burglary rate |
| 3. Murder rate | 9. Larceny rate |
| 4. Rape rate | 10. Auto theft rate |
| 5. Robbery rate | 11. Drug Arrest rate |
| 6. Aggravated Assault rate | |

To document current trends in substance abuse problems facing Utah, Dr. Pelfrey's analysis includes spatial analysis of the crimes listed above as well as more in depth coverage of substance abuse needs for adults and juveniles for alcohol, heroin, cocaine, methamphetamine, and marijuana.

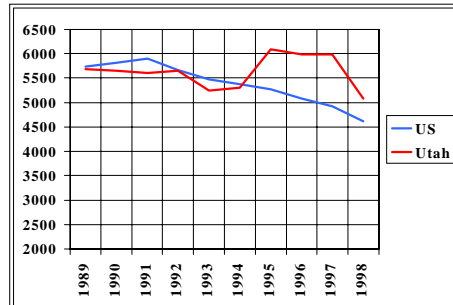
In an effort to provide this data without significant interpretation on the part of CCJJ much of Dr. Pelfrey's analysis and report is included on the following pages.

Index Crime in Utah

Crime in Utah reflects a series of contrasts that make generalizations impossible, or at least misleading. Considering the information presented in Slide 1, it would appear that serious crime rates have been generally consistent with those of the United States, based on data published by the Federal Bureau of Investigation, Uniform Crime Reporting (UCR) Program. It would also appear that crime rates spiked in Utah in 1995, inconsistent with national trends, and did not decrease significantly until 1998. That decrease in serious crime rates in Utah, however, was a significant one of 8.2 percent, compared to a decrease in the U.S. rates of 6.4 percent. A comprehensive assessment of crime in Utah requires that the data be disaggregated in order to determine the nature, direction, and causes of the crime trends.

Slide 1

Index Crime Rates 1989-98

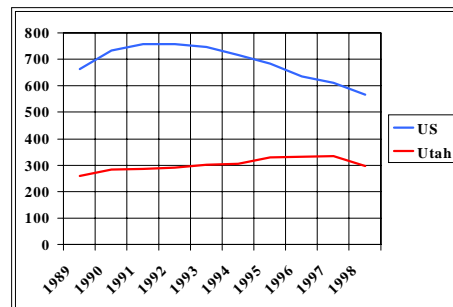


UCR Data, Rates per 100,000 population

Crime rates for serious violent crime (Murder, Rape, Robbery, Aggravated Assault) in Utah are about half the rate (52.3 percent) of violent crime in the United States. Slide 2 shows the trend of violent crime in the United States and in Utah, based on data published by the Federal Bureau of Investigation, Uniform Crime Reporting (UCR) Program. While the U.S. rate of serious violent crime reached its highest point in 1991 (rate was 758.1 per 100,000 population), that same year Utah's serious violent crime rate was 286.7 per 100,000 population. The highest rate of serious violent crime in Utah between 1989 and 1998 was 334.1 per 100,000 according to UCR data, a rate about half the lowest rate of violent crime in the United States' average. These data suggest that Utah's crime problem is associated with crimes other than violent crimes.

Slide 2

Violent Crime Rates 1989-98

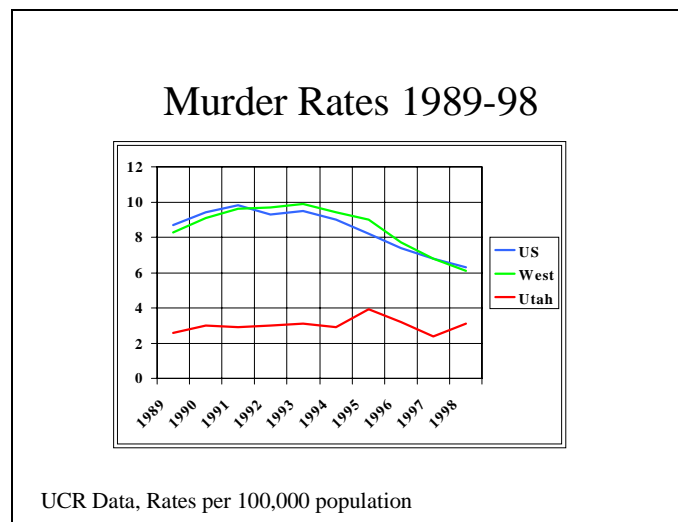


UCR Data, Rates per 100,000 population

These comments are not to suggest that there are no violent crime issues in Utah. Relative to other states and the national average, the violent crime rates are low. Additionally, the issues that do exist in Utah are isolated to particular crimes. Murder, the most serious of offenses, is

certainly not one of Utah's problems. As shown in Slide 3, the murder rate in Utah is, and has been, extraordinarily low. Utah's murder rate has historically been about one third to one half that of the United States rate. The 1998 murder rate in the United States was 6.3 per 100,000 population, the lowest rate since 1967. The murder rate in Utah in 1998 was 2.8 per 100,000 population, less than half the national rate. What appears to be major increases in Utah's rates, such as the increase in 1995, are most likely due to statistical variance of rare events associated with the very small number of cases and do not represent trends or patterns. Murder is a particularly important crime to track, however, due to the seriousness of the crime but also due to the fact that virtually all murders are reported to police. For all other crime categories, there is a variance between crimes occurring and crimes reported. This is almost never the case with murder. Because of the complete reporting data, some researchers maintain that murder rates represent a barometer of violence in a jurisdiction. If that is true in Utah, the rate of violence is extraordinarily low.

Slide 3

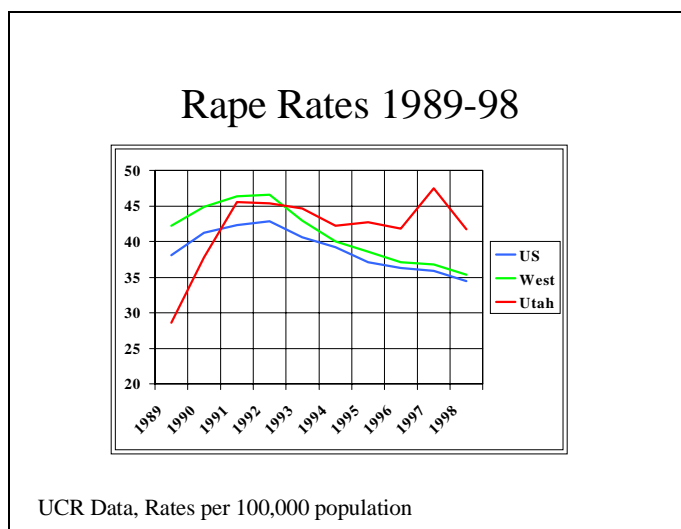


Just as murder is the crime most likely to be known to police and reported accurately in crime statistics, rape is the serious crime least likely to be reported by victims to police. This criminological fact is supported by victimization surveys conducted in many states and the National Crime Victimization Survey conducted by the Bureau of Census and Bureau of Justice Statistics. Even though statistics regarding rape are viewed guardedly by most justice researchers, the crime trends represent valuable information for planners and policy makers. Utah's rape rates represent the major concern among serious violent crimes. As Slide 4 shows, since 1993, Utah's rape rates have been higher than the United States average and the average for the western states. There is no way to determine from existing data whether this pattern reflects a reporting phenomenon or actual behavior. The remarkable increase from 1989 to 1991 shown in the rate of reported rape, an increase of 60 percent, suggests the strong possibility of a change in the reporting of crimes by victims, perhaps accompanying an initiative to place more victim assistance professionals in the field or increase the number or attention given to rape crisis centers within the state. While only an epidemiological assessment would explain that increase, information secured by the Commission on Criminal and Juvenile Justices shows that Victim Assistance programs in Utah increased from 5 to 16 during the period of the increase in reported rapes. This information confirms the impression that the high rape rates are consistent with reporting increases rather than behavioral factors. That being the case, the

high rape rate actually serves to show that Utah is doing an excellent job, or at least better than prior to 1991, of encouraging victims of rape to report their victimization.

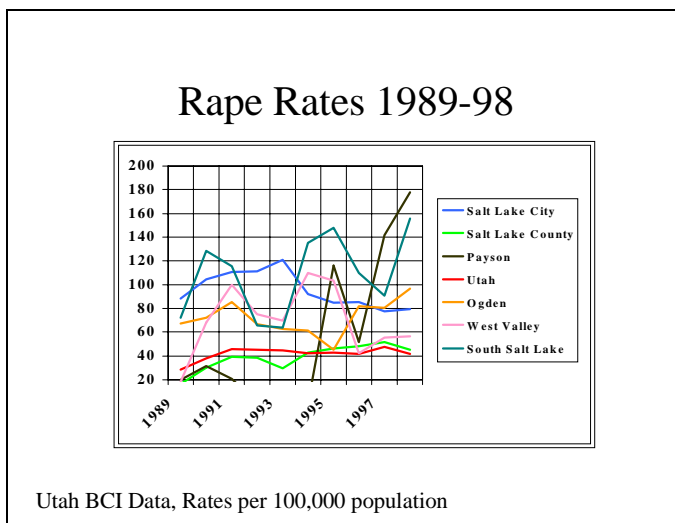
Even if high levels of rape are reporting artifacts, rape does, however, represent an important and serious concern in Utah and steps should be taken to determine the nature, extent and causes of this problem. It is recommended that Victims of Crimes Act funding be used to assist the state in assessing the nature and extent of the crime through a victimization survey, and in addressing rape and sexual assault. First it is necessary to locate the areas which are most problematic and that can be done through a variety of methods.

Slide 4



An examination of jurisdictional crime data, as reported to the Bureau of Criminal Identification, Department of Public Safety, shows several jurisdictions with rape rates two to three times those of the state average. These data should be considered for the trends they represent rather than an isolated year.

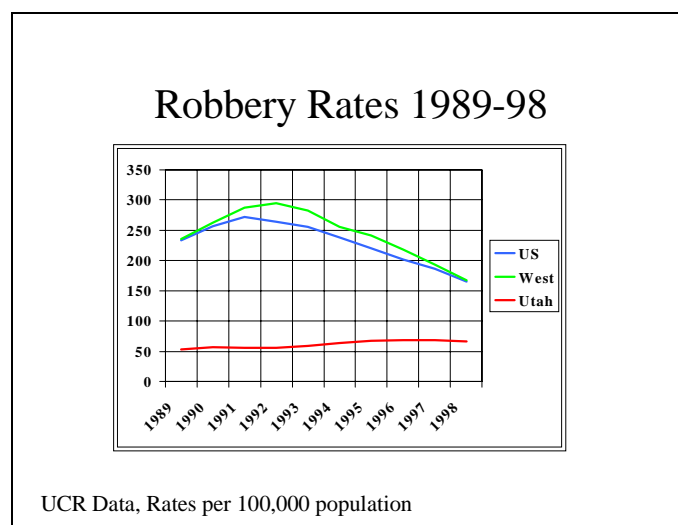
Slide 5



These data suggest that Payson, in Utah County, South Salt Lake, Ogden, and Salt Lake City had extraordinarily high rape rates in 1997 and 1998 while West Valley has had high rates historically. The presence of colleges and universities is frequently found to be related to high rape rates. This may be the case with some of the jurisdictions identified in the assessment. If this is the case, local justice officials should consider an analysis of the crimes, victims, offenders and temporal patterns in order to address the localized problems.

Robbery is primarily an urban crime problem. Criminological research has supported that conclusion for at least the past five decades. As Slide 6 shows, Utah's robbery rates have been quite mild, compared to U.S. rates. The upward trend in Utah can partially be explained by migration patterns and urban growth. With only a few geographic exceptions, robbery does not represent a major issue for Utah.

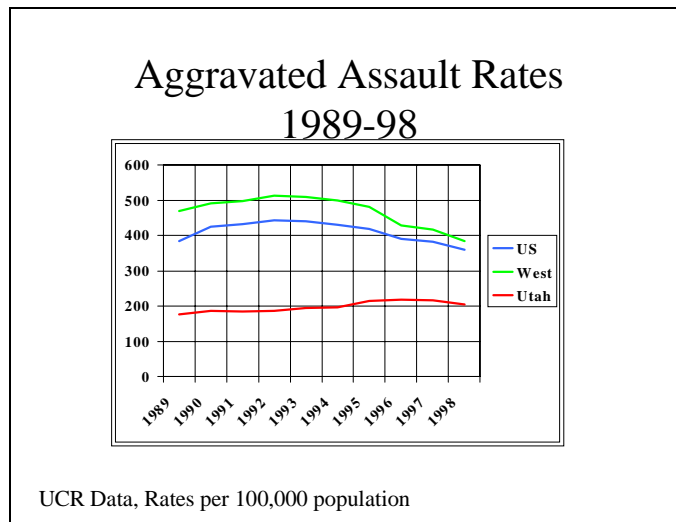
Slide 6



The last of the violent crimes included in the Crime Index of serious crimes is Aggravated Assault. Felonious assault rates in Utah are about half the rates for the U.S. and Western states, as shown in Slide 7. Again, with the exception of localized problem areas, aggravated assault does not represent a trend or pattern problem for the state.

The trends shown in the charts included in the Appendix show the likely direction of future violent crime rates, based on past trends. These trends should be viewed with caution, however, because they are often associated with prosperity (increased migration into the state), and urbanization.

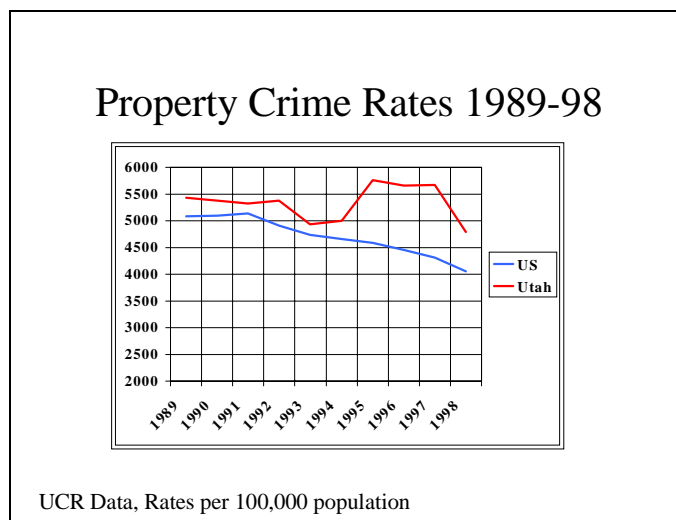
Slide 7



Property crime is the major component of the Crime Index. Although the Crime Index is commonly thought to include the most serious crimes, some less serious crimes such as minor larcenies or thefts are included and represent the bulk of the Index crimes and rates. Typically the Statewide Strategy for Drug Control, Violence Prevention and System Improvement focuses on areas other than property crime, but it is important to include it in Utah's plan. To do otherwise would be to ignore a major component of drug-related crime and to ignore the major crime problem Utah faces currently.

As Slide 8 shows, Utah's higher-than-average Index crime rates are due almost entirely to higher-than-average property crimes.

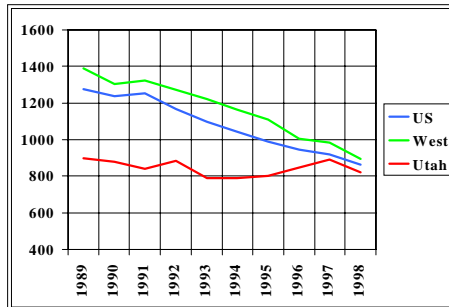
Slide 8



Burglary, though not declining in Utah as it is in the nation, does not represent a major crime problem as Slide 9 shows. Utah's burglary rate is still lower than the national average and that of the western states.

Slide 9

Burglary Rates 1989-98

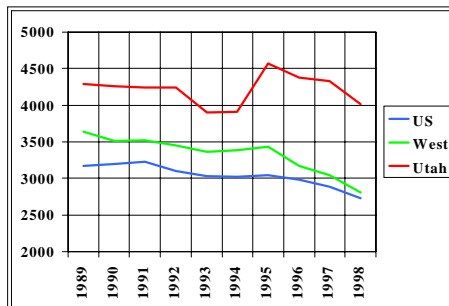


UCR Data, Rates per 100,000 population

Larceny, however, is the major crime issue faced by Utah criminal justice planners and policy makers. Slide 10 shows the consistently higher rate trend for Utah. While the nation and the western states have recognized trend lines suggesting past and future reductions, Utah has had rates far higher than the U.S. averages and the trend line suggests no appreciable reductions in the future.

Slide 10

Larceny Rates 1989-98

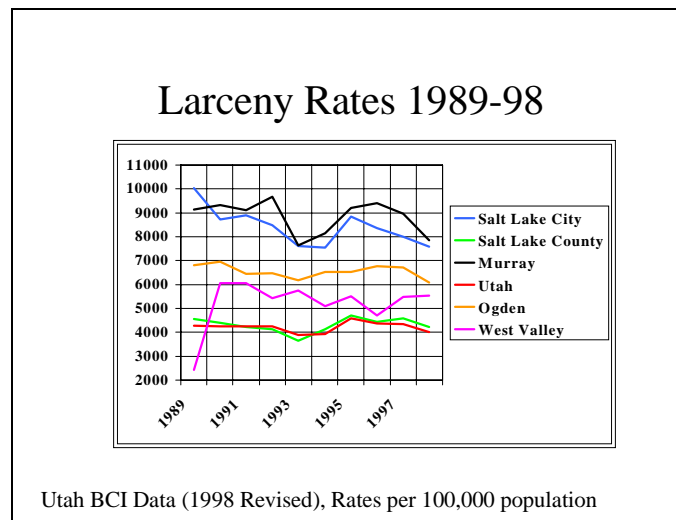


UCR Data, Rates per 100,000 population

An assessment of particular jurisdictions shows that Salt Lake City, Murray (population in 1998 was 35,374), Ogden, and West Valley (1998 population was 101,996) had the most serious larceny problems. Salt Lake County, including an unduplicated population (only those persons not residing in other jurisdictions) of 382,811 persons, produced the most larcenies but the rate

was consistent with the state's rate, albeit high by national standards. The relative trends are shown in Slide 11.

Slide 11



Types of Larceny

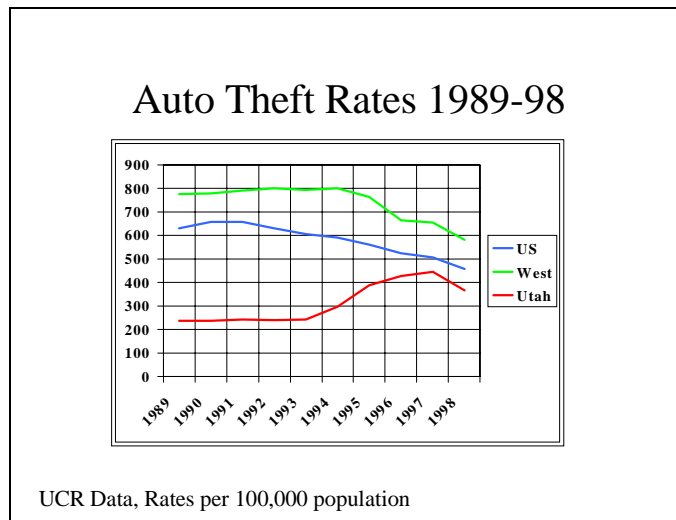
An assessment of detailed data from the FBI's Uniform Crime Reporting Program and from the Bureau of Criminal Identification for 1997 shows that the major larceny category for Murray was theft from automobiles (rate was 4,233 per 100,000 population). For that category, Murray had a rate three times that of Salt Lake County and almost twice that of Salt Lake City. Analysis of data from Salt Lake City, the other major contributor to larceny and larceny rates in Utah, shows that theft from automobiles is the category of larceny that ranks the highest, followed by shoplifting. This was true of larceny data for 1996, 1997 and 1998. The 1998 larceny rates are revised to account for the underreporting of 901 larcenies occurring in Salt Lake City that year that were not reported to BCI or the FBI.

For Salt Lake City, where data are most available due to the sophistication of the crime analysis and research personnel, it appears that the decrease in larcenies from 1996 to 1998 was due largely to a remarkable decrease in larcenies of property valued at less than \$50. Higher value larcenies decreased over the three years, but at a far slower pace, with higher value larcenies actually increasing from 1997 to 1998.

Bivariate analyses described later show the linkage between larceny and drug problems.

Like robbery, auto theft tends to be an urban crime problem. Utah has had relatively low rates of auto theft, especially considering the high rate of larceny in the state, but, as was the case with burglary, the gap between state rates and national rates appears to be closing, as shown in Slide 12.

Slide 12



Serious Crime Problems: Summary

The assessment of Utah's serious crime rates shows conclusively that the two areas of greatest concern are rape and larceny. Larceny is the crime category that represents the greatest percentage of serious crime, nationally and in Utah. Additionally, research supports the notion that theft and drugs are related. It appears that Utah, a state on the brink of a population growth due to the Olympics, must address these serious concerns with enthusiasm. They do not represent the "clear and present danger" of serious violent crime seen in some states, but they represent issues which can be addressed now that the trends are apparent. Appendix 1 shows the trend lines for each of the Index crimes. These trend lines, consistent with the data presented above, were created using regression formulas with a "crime by time" protocol.

Assessment of Jurisdictions with Highest Populations

In assessing the major population jurisdictions of Utah, it is most appropriate to address the counties with the highest populations. There are four counties in Utah with more than 175,000 persons. While BJA suggests that a separate assessment be conducted of jurisdictions with more than 250,000 population, that would include on one county (Salt Lake) in Utah. In an effort to be comprehensive in addressing the spirit of the high-population assessment, this assessment will err to inclusiveness rather than exclusiveness. To present an accurate picture of crime in these four jurisdictions, three-year averages for all violent crimes will be utilized since, fortunately each of the violent crime categories would be subject to "rare-event" skewness due to fluctuations. There are sufficient larcenies reported to present those rates by year.

Salt Lake County, the most populous area in the state, had a population of 902,592 persons in 1998. Salt Lake County had the highest murder rate of the four, averaged over the period 1996-98 only 4.25 murders per 100,000 population. This rate is favorably compared to the U.S. MSA rate of 6.7 per 100,000 population, as reported in the 1998 Crime in the United States. Weber County, with 184,224 citizens, had an average murder rate for 1996-98 of 3.65 per 100,000 population while the rate for Utah County (population 341,579) was 1.45 per 100,000 population

and for Davis County (population 237,374) the average murder rate was 1.18 per 100,000 population. Clearly, murder rates are low in the highest population areas of the state.

Rape rates were highest in Salt Lake County for the years 1996 through 1998, of the most heavily populated areas of the state. Salt Lake's average rape rate was 54.28 per 100,000 population for the three-year average, while Weber County had an average rape rate of 47.57 per 100,000 population, Utah County had an average rate of 36.77 per 100,000 population and Davis County had an average rape rate of 23.47 per 100,000 population. Three of the four jurisdictions had rape rates higher than the 1998 U.S. rate for MSA's of 36.1 per 100,000.

Robbery and Aggravated Assault rates for the four jurisdictions were well below the U.S. averages. Salt Lake had the highest rates for robbery (124.64 per 100,000) followed by Weber County (72.7 per 100,000 population), Utah County (19.89 per 100,000 population), and Davis County (12 per 100,000 population). In 1998 the U.S. robbery rate for MSA's was 197.9 per 100,000 population, a rate far higher than any of the four counties in Utah. Salt Lake had the highest aggravated assault rates for the three year average (301.26 per 100,000 population), followed by Weber County (210.12 per 100,000 population), Davis County (106.92 per 100,000 population) and Utah County (99.01 per 100,000 population). In 1998 the U.S. rate of aggravated assault for MSA's was 197.6 per 100,000 population. It was only for the crime of rape that any of the four jurisdictions were at or above the U.S. average for metropolitan areas.

For the crime of larceny, three of the four most populous jurisdictions in Utah exceeded the U.S. average for metropolitan areas. Salt Lake County had a larceny rate in 1998 of 5216.2 per 100,000 population, Weber County had a larceny rate in 1998 of 4195.44 per 100,000 population, Utah County had a larceny rate of 3058.74 per 100,000 population, and Davis County had a larceny rate in 1998 of 1485.84 per 100,000 population. The U.S. average larceny rate for MSA's in 1998 was 2911.4 per 100,000 population.

Regarding drug arrests for the major population areas, Salt Lake County had the highest arrest rate for total drug arrests in 1997 (819.75 per 100,000 population) and for total juvenile drug arrest rates (156.56 per 100,000 population). Davis County had the next highest rates for drug arrests followed by Utah County and Weber County. Similarly, Salt Lake County had the highest rates of treatment for drugs, according to the Division of Substance Abuse.

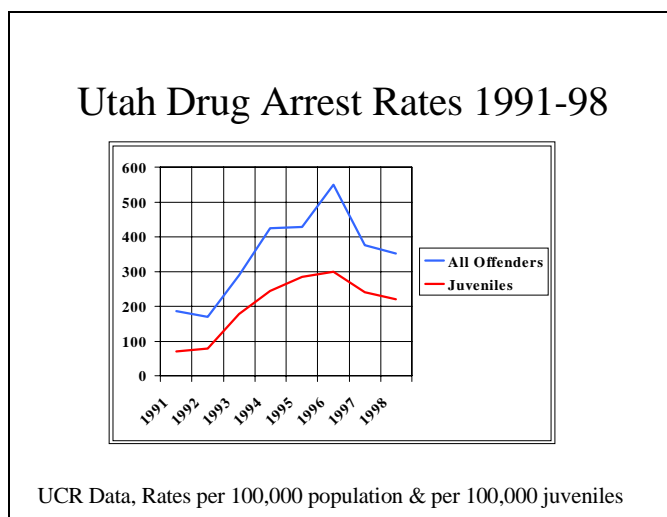
The only discrepancy noted in the comparisons of crime rates and drug arrest rates for the four population centers of the state, shows Weber County with relatively high rates of rape and larceny, as well as relatively high rates of drug treatment but relatively low rates of drug arrests. This suggests that additional emphasis be placed on interdiction efforts in Webber County.

Nature and Seriousness of Utah's Drug Problems

Nationally, 13.2 percent of arrests for drug violations in 1998 identified a juvenile offender (according to UCR data). In Utah, the rate of juvenile arrests for drug violations is 20.9 percent, a rate fifty percent higher than the U.S. Slide 13 shows the relationship between all arrests for drug violations in Utah and the rate for juvenile arrests, per 100,000 juveniles. In 1998 Utah's juvenile arrest rate for drug violations was 219.88 per 100,000 juveniles while the U.S. rate was 209.5 per 100,000 juveniles. The total arrest rate for drug violations in Utah was 350.99 per 100,000 population while the U.S. rate in 1998 was 596.2 per 100,000 population of those jurisdictions reporting arrests. It appears, then, that juvenile arrests for drug violations are *not* extraordinarily high in Utah, they are almost exactly equal to the national average. Juvenile

arrests for drug violations represent a higher percentage of all arrests for drug violations in Utah because the total arrest rate is quite low compared to the U.S. average.

Slide 13



The drug violation arrest data is interesting and important. It would appear, based on arrest data, that drug abuse is not a serious problem in Utah. Other data suggest otherwise.

The Substance Abuse and Mental Health Service Administration (SAMHSA), Department of Health and Human Services, collects national and state-specific data on drug and alcohol treatment. These data, the Treatment Episode Data Set (TEDS) are presented by state and by year for 1992-1997. For 1997 the data show that Utah had an adjusted admission rate of 834 per 100,000 population, compared to the national average of 589 per 100,000 population. Utah's admission rate for methamphetamine treatment was almost three times the national average (82 per 100,000 population for Utah versus 29 per 100,000 population in U.S.) and more than twice the national average for cocaine treatment. Utah's and the U.S. rates were equal for admissions for heroin treatment. If these data represent, in some measure, the degree to which drug abuse is a problem within a jurisdiction, it would appear that drugs, particularly methamphetamine, cocaine, and heroin, are problems in Utah. The arrest data do not, however, correspond to that indication. Either treatment is sought by a higher proportion of substance abusers in Utah or drug arrest rates are lower compared to those using illegal substances than national arrest rates. If a lower arrest rate discrepancy is the explanation, more attention needs to be focused on interdiction as well as treatment.

The spatial analysis of crime and drug use in Utah provides some insight into where these events are occurring and the social and demographic analysis provides some indications as to what factors are associated with rates, by county.

Spatial Analysis of Crime and Drugs in Utah

While the index crime data presented above provide a picture of Utah's crime trends, isolating crimes by county shows patterns of crime and drugs in the state. General analysis provides information regarding the types of crime representing the greatest problems in Utah and spatial analysis provides the second element of strategic assessment, where those problems are most

prevalent. Since standardized rates (rates per 100,000 population) represent the only valid method for comparing jurisdictions, each of the crime categories uses rates of crime. Some of the counties are sparsely populated and a single year's crime rates could cause a spiking of rates, giving an erroneous impression of the scope of the problems, particularly for rare events such as murder, rape and robbery. For this reason, "moving averages" are calculated in portions of this analysis, showing the average of three-years rates by county. Additionally, the interstate highway network in Utah is superimposed on some of the maps. Patterns in other states have suggested that the development of communities along interstates is associated with drugs and crime.

The averages of murder rates for 1996, 1997, and 1998 have shown interesting patterns in serious violent crime. Of the heavily populated jurisdictions, Salt Lake County (including Salt Lake City) had an average murder rate of 4.25 per 100,000 population. Weber County had an average murder rate for the period of 3.65 per 100,000 population. The other two heavily populated jurisdictions, Davis County and Utah County each had average rates below 2 per 100,000 population (1.18 and 1.45 respectively).

Considering the three year moving averages from 1994 (1994, 1995, and 1996; 1995, 1996, and 1997; 1996, 1997, and 1998) for murder rates, as shown in the maps below, the pattern is remarkably consistent, with Millard County having the most notable pattern. That county had three year moving averages of 10.88, 13.37 and 5.26 per 100,000 population for the three iterations. These averages, even though decreasing, were among the highest in the state for each of the periods and Millard represented the only county with a consistently high rate for each of the calculations.

Average Murder Rates 1994-96



The adjacent maps show the spatial patterns of murder in Utah for the period 1994 through 1998.

According to the FBI's Uniform Crime Reporting Program, in 1998 the murder rate in metropolitan areas of Utah was 2.91 per 100,000 population while the rate for rural areas of the state was 5.04 per 100,000 population. This suggests that attention should be focused on isolating the precise locations of highest rates

outside the urban areas.

Average Murder Rates 1995-97

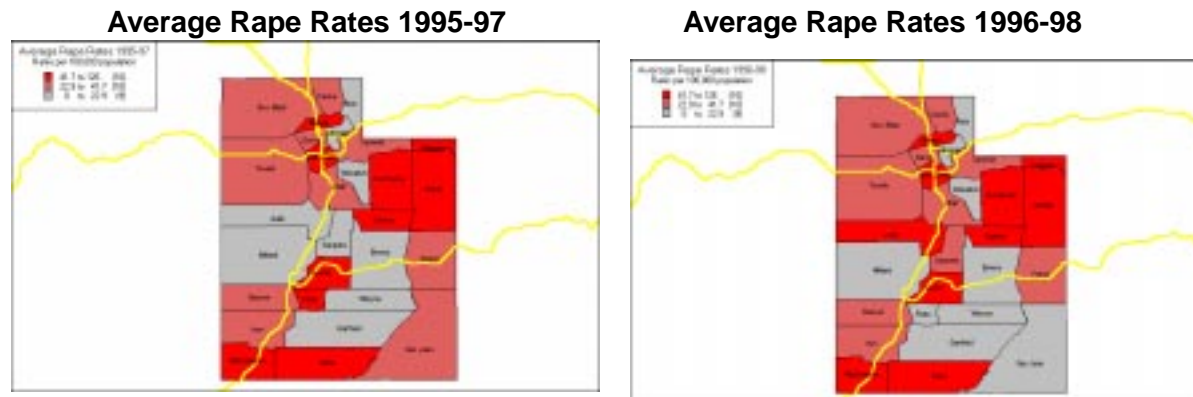


Average Murder Rates 1996-98



Rape rate averages also remained relatively consistent throughout the past five years, by county. The counties consistently with the highest rape rate averages, again using a three year moving average, were Duchesne County, Salt Lake County, Weber County and Washington County.

Of additional concern is the fact that Duchesne County recognized an increase in its average rape rates from 66 per 100,000 population in 1994, 1995, and 1996; to 84.74 per 100,000 population averaged for 1996, 1997, and 1998. Salt Lake County's average remained steady at 57 to 54 per 100,000 population, and Weber County realized a



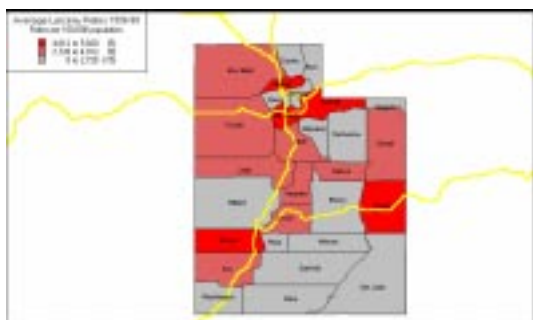
slight increase from 39.5 to 42.7 to 47.6 per 100,000 population in the final three year period.

Robbery, based on criminological literature, is an urban crime. This is true of robbery in Utah. Salt Lake County (124.6 per 100,000 population) has an average robbery rate that is almost twice that of the next highest rate for any other county. The next highest average robbery rate is that of Weber County (72.7 per 100,000 population). Interestingly, Davis County, with a 1998 population of 237,374 persons and Utah County, with a 1998 population of 341,579 persons, both having higher population totals than Weber County, had very low robbery rate averages (12.0 and 19.9 per 100,000 population).

Aggravated Assault rates are far more widely distributed across the state. In 1998, metropolitan areas of Utah had an average Aggravated Assault rate of 226.62 per 100,000 population, as recorded by the FBI, while rural areas had a rate of 94.47 per 100,000 population. Utah's rates for this crime are far lower than the U.S. averages.

As stated earlier, larceny is clearly the major Index crime problem facing Utah. Certainly it is the least serious of all index crimes and is less likely to be associated with violence than other serious crimes. The 1998 Crime in Utah publication by BCI shows that the average value of items stolen in each larceny was \$1,237.39, compared to the average larceny in the U.S. of items valued at \$650, according the FBI. Utah's average represents a huge increase over the average for 1997 (\$428.07), 1996 (\$435.47), 1995 (\$523.88), and 1994 (\$364.69). The difference in the value of items stolen in 1998 appears to be in the category of "other" which is the category of larceny not including thefts from pocket-picking, purse-snatching, shoplifting, from autos, from buildings, from coin-machines, or the theft of bicycles or motor vehicle parts and accessories. This category also represented the most frequently observed category of theft state-wide with 30.58 percent classified as "other." That percentage is consistent with previous years (in 1997 "other" larcenies represented 31.1 percent of all larcenies) but it is the value of the items stolen that changed.

Average Larceny Rates 1996-98



The map shows that Salt Lake County has had consistently high larceny rates. As mentioned earlier however, Salt Lake City, Murray (population in 1998 was 35,374), Ogden, and West Valley (1998 population was 101,996) had the most serious larceny problems in 1998. The rest of Salt Lake County, including an unduplicated population (only those persons not residing in other jurisdictions) of 382,811 persons, produced the most larcenies but the rate was consistent with the state's rate.

Salt Lake City had more larcenies from motor vehicles (33.2 percent of all of the larcenies in Salt Lake City) than any other category. The second highest category was shoplifting (24.8 percent). Together, these two categories represented 58 percent of all larcenies in Salt Lake City, or 8,062 larcenies, almost ten percent of all larcenies in Utah in 1998. In 1997 the unincorporated areas of Salt Lake County had almost 20 percent of all larcenies in the state categorized as "other."

Drugs and Crime in Utah

The Drugs/Crime nexus in Utah is an interesting one. Using arrest data to approximate the presence and prevalence of drugs in a jurisdiction has long been problematic. Arrest data show trends and patterns in interdiction policy and not necessarily trends and patterns in drug use. A reasonable adjunct to arrest data are those data produced by the Utah Department of Human Services under the 1998 "Treatment Episode Data Set" for Utah. This initiative is described by the U.S. Department of Health and Human Services as follows:

The TEDS system comprises data on treatment admissions that are routinely collected by States in monitoring their individual substance abuse treatment systems. TEDS is an admission-based system, and TEDS admissions do not represent individuals. A given individual admitted to treatment twice within a given year would be counted as two admissions.

As mentioned earlier, national comparisons suggest the nature and scope of the drug problem in Utah. The Treatment Episode Data Set (TEDS) for 1992-1997 shows that in 1997 Utah had an adjusted substance abuse admission rate of 834 per 100,000 population, compared to the national average of 589 per 100,000 population. Utah's admission rate for methamphetamine treatment was almost three times the national average (82 per 100,000 population for Utah versus 29 per 100,000 population in U.S.) and more than twice the national average for cocaine treatment. Utah's and the U.S. rates were equal for admissions for heroin treatment. The "Treatment Admission Data Summary, TEDS Fiscal Year 1998" for Utah shows that 57 percent of the treatment admissions in 1998 were for drugs and 43 percent of the treatment admissions were for alcohol. Alcohol admissions have been declining in Utah since 1992. Statewide, the proportions of admissions for methamphetamine has increased from 12 percent in 1997 to 16 percent in 1998. The 1998 report cautions that *methamphetamine use by females increase precipitously from 16.3 percent in 1997 to 22.8 percent in 1998 and became the second most prevalent drug of abuse among females*. This suggests that methamphetamine use by women in Utah is a serious and increasing concern.

Cocaine abuse admission declined from 1997 to 1998 but was still the fourth most prevalent drug of abuse. Statewide, heroin abuse treatment has also declined. In 1998 heroin represented the drug abused by 10 percent of all treatment clients, equal to the rate of cocaine abuse. Marijuana was the most frequent drug of abuse with 18 percent of the clients seen for this drug, followed closely by methamphetamine.

The map below shows the substance treatment rates (per 100,000 population) for 1998.

Substance Abuse Treatment 1998



The regions are based on aggregating certain counties into a total of 13 regions, with certain densely populated counties standing alone as a region, such as Salt Lake County.

The regions shown in these maps are consistent with those used in the TEDS statistics. It should be noted that "substance abuse" includes alcohol abuse. It should also be noted that Wasatch County did not submit data to the TEDS program for 1998 in time to be included in the analysis.

Juvenile Substance Abuse Treatment 1998



Juvenile substance abuse treatment in Utah in 1998 was generally consistent, by regions, with that of adults. Salt Lake County represented the region with the highest treatment rate, 551.37 per 100,000 juveniles, in the state. The next highest region reporting data was Weber with a juvenile treatment rate of 369.96 per 100,000 juveniles.

Alcohol Treatment Rates 1998



The pattern of alcohol treatment rates, by region, for 1998 shows the "Four Corners" region, including Emery, Grand and Carbon Counties, having the highest treatment rate (624.64 per 100,000 population) followed by Weber (Weber and Morgan Counties) with a rate of 582.46 per 100,000 population. Salt Lake county, by comparison, had a rate of 427.7 per 100,000 population.

Heroin Treatment Rates 1998



The heroin treatment rates for Utah in 1998 show clearly that Salt Lake County has the highest rate in the state. The heroin treatment rate for Salt Lake County was 129.9 per 100,000 population while the next highest region, Weber, had a rate of 9.42 per 100,000 population. Similarly, cocaine treatment rates were highest in Salt Lake county (141.77 per 100,000 population) followed by Weber region with a rate of 49.19 per 100,000 population. Salt Lake County, according to treatment data, the center of heroin and cocaine abuse in Utah.

Cocaine Treatment in 1998



The rates for Salt Lake County for cocaine and heroin treatment are significantly higher than any other area of the state. As the map below, showing arrest rates for opiate possession in 1997 (last year for which arrest data are available) show, the arrest rate focus on Salt Lake County is consistent with the treatment data, suggesting that the interdiction efforts are appropriately placed.

Arrest Rates for Opiate Possession 1997



These arrest rates were collapsed into regions for comparison purposes. It should be mentioned that opiate possession includes both heroin and cocaine possession, under the guidelines of the Uniform Crime Reporting Program. These arrests cannot be separated by the precise drug which was the basis of the arrests in the "summary system" but when the NIBRS data are available in Utah, the specific drug type will be available for assessment.

Methamphetamine Treatment Rates 1998



Methamphetamine, as a significant problem in Utah, is localized, as is shown in the map below. This localization is vastly different than any of the other drug categories. The map shows that Salt Lake County, the Four Corners Region and the Southwestern Region of the state are the areas with the highest rates of methamphetamine treatment cases.

Finally, marijuana treatment rates show the most consistent dispersion across the state. Marijuana is the drug most likely to be abused among those treated, according to the TEDS analysis. It is also the drug most likely to result in arrests in Utah and other states. The maps show a consistency of arrest rates and treatment rates for this most prevalent drug.

Marijuana Treatment Rates 1998



The 1998 TEDS summary supports the *prima facie* proposition that drugs and crime are related. The reports shows that 45 percent of the treatment admissions were a result of criminal justice referrals, while 26 percent were self-referrals, 16 percent from alcohol and drug centers, and 7 percent from other community agencies. Only a total of five percent of the referrals were from schools and health care officials.

These data support the proposition that methamphetamine is the major drug problem in Utah and heroin, as well as cocaine, though declining, are serious problems. The following table shows the rates of treatment admissions, based on Utah TEDS for 1998. This table, in concert with the Regional Crime and Arrest table, helps to judge the relationship between crime and drugs, by region:

1998 Utah Treatment Episode Data Set by Region

Region	Treatment Rates	Juvenile Treatment	Drug Treatment	Alcohol Treatment	Cocaine Treatment	Marijuana Treatment	Heroin Treatment	Meth Treatment
Southwest	525.0	337.5	310.4	202.3	14.7	132.0	5.4	135.1
San Juan	313.6	242.1	124.0	189.6	0.0	94.8	0.0	21.9
Central	355.0	192.9	171.8	181.6	19.6	63.8	1.6	63.8
Four Corners	1031.9	316.1	407.3	624.6	34.9	164.9	5.0	134.9
Tooele	677.6	269.4	287.9	368.8	24.0	110.9	9.0	128.9
Utah	474.0	-	330.1	143.9	-	-	-	-
Northwest	352.3	296.1	181.0	168.8	7.3	107.6	2.5	24.5
Bear River	710.6	305.1	262.4	445.9	9.9	158.3	1.5	77.3
Salt Lake	1109.3	551.4	676.2	427.7	141.8	181.2	129.9	163.8
Davis	387.5	163.8	270.8	116.7	24.5	109.0	9.0	100.9
Weber	896.9	369.9	305.1	582.5	49.2	144.4	9.4	76.4
Summit	181.1	48.4	71.6	96.9	8.4	42.1	8.4	12.6
Wasatch	-	-	-	-	-	-	-	-

Rates are per 100, 000 population; Juvenile Treatment Rates are per 100,000 juveniles

1998 Utah Crime and 1997 Utah Arrest Data by Region

Region	Murder Rates 1998	Rape Rates 1998	Robbery Rates 1998	Aggravated Assault Rates 1998	Larceny Rates 1998	1997 Drug Arrest Rates	1997 Poss Marijuana Arrest Rts	1997 Meth /Other Pos s Arrest Rts
Southwest	3.1	16.1	7.7	96.0	1353.1	517.5	161.6	251.0
San Juan	0.0	0.0	6.9	159.4	596.1	305.5	183.3	20.4
Central	0.0	33.3	6.7	128.6	2826.7	622.6	229.3	235.9
Four Corners	4.9	39.6	7.4	113.8	3187.8	806.3	375.6	200.9
Tooele	6.3	50.1	6.3	212.9	2834.4	595.7	196.4	244.7
Utah	1.8	31.9	18.4	78.5	3058.7	451.5	274.2	49.7
Northwest	4.8	40.6	11.9	148.0	2495.2	911.3	462.8	260.0
Bear River	0.0	28.3	8.1	76.1	2944.8	247.3	63.8	122.1
Salt Lake	3.6	52.6	121.7	299.7	5216.2	819.7	440.2	115.4
Davis	.8	15.2	8.9	87.6	1485.8	473.2	271.1	100.2
Weber	4.1	50.1	79.4	190.6	4067.7	383.9	132.5	62.4
Summit	0.0	42.0	14.0	42.0	3627.8	279.9	155.0	25.8
Wasatch	14.9	29.8	7.5	178.7	1429.7	65.0	32.5	8.1

Rates per 100,000 population of jurisdictions reporting to BCI/FBI

Although the number of regions is relatively small, the bivariate relationships seen in the analyses further suggest the interrelationships between crime/drug arrests and treatment. The correlation coefficient for cocaine treatment rates with opiate arrest rates, by region, was .652, significant at the .05 level. Heroin treatment rates also showed a significant correlation with opiate arrest rates ($r=.782$). Interestingly, simple assault rates, by region, were significantly correlated with juvenile DUI rates ($r=.756$) and with alcohol treatment rates, by region ($r=.578$). Similarly, drug arrest rates were correlated with weapons violation rates ($r=.827$) and with juvenile liquor violation rates ($r=.732$). Supporting a transmission of values and norms hypothesis, the regional data showed that the correlation between juvenile drug treatment and all drug treatment was .859, significant at the highest level. This is even stronger considering the fact that only 15.9 percent of those treated in 1998 were under the age of 18.

In addition to drug-related analyses, Utah Hospital Discharge Data were inspected. These data, with names removed, are aggregated and made available from Vital Statistics, but with a slight delay. The most recent year for which data are available is 1997.

Domestic violence is one of the most insidious crimes in society. Often there is difficulty measuring these assaults through customary criminal justice data sources. The Utah Hospital

Discharge Data can be queried, by ICD-9 codes, to get the crude rate, per 100,000 population, released after a primary diagnosis of a particular injury or disease. Further, these rates can be categorized by gender and by county of residence. Certainly there is no ICD category for domestic violence but traumatic injury may serve as a proxy for violence, where no better measures exist.

The data for 1997 show that the rate of females over the age of 17, discharged after a diagnosis of traumatic injury (without complications, suggesting that it was a relatively minor injury but one which needed medical attention) was highest in Emery County (18.5 per 100,000 population), Weber County (2.2 per 100,000 population), Utah County (1.8 per 100,000 population) and Salt Lake county (1.7 per 100,000 population). For those women over the age of 17 diagnosed with traumatic injury with complications in 1997, the highest rates were seen in Wayne County (83.4 per 100,000 population), Sevier County (10.9 per 100,000 population), Weber County (3.3 per 100,000 population), and Salt Lake county (2.4 per 100,000 population). Similarly, Sevier County had the highest rate of females under the age of 18 admitted for traumatic injury in 1997 (rate was 10.9 per 100,000 population). The highest rates for females discharged after a primary diagnosis of "lacerations and open wounds," in 1997 were from the following counties:

Females, Primary Diagnosis "Lacerations and open wounds," 1997

Patient's Residential County	Rate per 100,000 population
Wayne	83.4
Wasatch	45.9
Millard	32.7
Uintah	24.5
Carbon	17.8

In 1996, the county of Sevier had the highest rate (101.3 per 100,000 population) for that category of injury to females.

Again, these data do not show conclusively that domestic violence or violence to women is necessarily higher in the counties shown. There are many reasons for injury other than intentional violent acts. In the absence of other data, the hospital discharge data may be a viable dataset to suggest locations for enquiry and attention.

Social and Demographic Variables Associated with Crime in Utah

The social, economic and demographic patterns in Utah are somewhat consistent with criminological theories but offer some interesting aspects. The variable showing the most consistent strength in bivariate relationships with crimes was divorce rates, by county. The divorce rate, per 1,000 population, was significantly correlated with:

Larceny Rates	($r=.552$)
Juvenile Larceny Arrest Rates	($r=.533$ to $.673$)
Burglary Rates	($r=.399$)
Auto Theft Rates	($r=.503$)
Robbery Rates	($r=.404$)
Rape Rates	($r=.507$ to $.645$)
Juvenile Rape Arrest Rates	($r=.412$)
Weapons Violation Rates	($r=.544$)

The correlation coefficients shown are all significant at the .01 level or higher.

Interestingly, the year of crime or arrest rates for juvenile larceny and rape rates were highest for the same year of divorce rates but were also generally high for the year preceding and subsequent to the divorce rate statistic. This suggests the disruptive effects and residual effects of divorce. Correlation does not equate to causation but the consistency and significance of the bivariate relationships suggest issues by county.

Ethnicity, a variable mentioned frequently in criminological literature, proved not to be a significant one in assessing bivariate relationships. Ethnicity was calculated using the following formula:

$$\text{Ethnicity} = 1 - [(\text{ProportionWhite})^2 + (\text{ProportionBlack})^2 + (\text{ProportionAsian})^2 + (\text{ProportionNativeAmerican})^2 + (\text{ProportionOther})^2 + (\text{ProportionHispanic})^2]$$

Ethnicity has been found to be a significant factor in explanations of urban crime (in particular, Social Disorganization Theory) and its impact may be diminished in Utah due to the rural nature of much of the state.

When considering the distribution of particular races or ethnicities, by county, the variable, "percent Asian" is significantly related to robbery rates. This, however, may be due to the urban/density relationship to robbery and the residential location of many Asian-American citizens in Utah. "Percent Hispanic" proved to be significantly related to juvenile arrests for drug sales and juvenile arrests for larceny. The relationship would suggest a risk factor unless there are other explanations for the association. More research on offender/arrestee ethnicity would answer the question.

Economic factors and proxies such as per capita income by county and infant mortality rates were not significantly associated with any of the crime or drug rates in bivariate analyses. Other variables, such as rate of induced abortions and rate of births to unwed mothers were also not significant in bivariate assessments.

Multiple regression has long been considered the most valuable statistical technique in understanding the influence of several independent variables on a dependant variable. The social and demographic variables' association with crime variables were examined using the bivariate approaches and then grouped together in a multivariate analysis.

Larceny, a the major crime problem in Utah was examined first, using the following independent variables:

- Ethnicity
- Density (persons per square mile)
- Births to unwed women per 1,000 births
- Rate of low birth weight babies
- Divorce rate per 1,000 population
- Percent of the population below the age of 18

These variables, in combination, produced an R^2 of .591 in the regression model. This statistic was significant at the .002 level.

The same independent variables were used to assess rape rates, the other major crime problem in Utah. In the regression model these variables produced an R^2 of .669, which is extraordinarily high in its explanatory power. Inspection of the coefficients revealed the most influential of the variables in the equation for the rape rates was "rate of low birth weight babies." This variable is typically viewed as a proxy for economic depression but it may also be a factor in teen pregnancy. Adding unemployment rates to the equation did not improve the R^2 further suggesting that low birth weight babies is an artifact of behavioral, not economic, issues.

This analysis suggests that issues such as divorce, birth rate of low-weight babies, and certain ethnic issues may serve as risk factors for a significant portion of the population of Utah. The data suggest that concerted efforts, involving social-assistance agencies as well as justice agencies, are appropriate to address the issues associated with crime in Utah.

Interrelationships of Crime and Drug Variables

In the bivariate analysis, crimes related to alcohol use and abuse were consistently related to drug arrests. Liquor violation arrest rates, both total and juvenile, were related to drug arrests and drug possession rates. Drug arrest rates were significantly associated (bivariate analysis) with rape rates, aggravated assault rates, DUI rates, and liquor violation rates. Juvenile arrests for DUI were significantly associated with drug possession rates, rape rates and aggravated assault rates. Additionally, and of importance, juvenile arrest rates for drugs were significantly associated with juvenile arrests for rape. These associations were based on bivariate, by-county associations. These results suggest that for those locations where one event is high, such as juvenile arrest rates for drug offenses, the other variable is also high, such as juvenile arrests for rape. Similarly, for jurisdictions with low rates of one variable, there tends to be low rates of the other. Again, these associations do not suggest a cause-and-effect but they do suggest location specific risk and resilience factors are present.

Subsequent to the initial analysis, discussions with practitioners and policy makers in Utah suggested that some of the patterns of arrests in Utah were due to seasonal visitors in particular areas, increasing dramatically the non-resident population of certain areas. Daggett County is an example of such a phenomenon. The population of the county is only slightly more than 700 but its arrest rates suggest that, on the average, more than ten percent of the population is arrested for drug crimes each year. Clearly this is not the case. Data recently assessed shows that arrest rates were present only in the summer months in that county. Recreation areas attracting summer visitors increase the non-resident population significantly during the summer months. Seasonal analysis of crime and arrests, based on monthly data, represents a method of validating trends or rejecting spurious trends.

Relationship Between Problem Assessment and Strategic Initiatives

Program: *Multi-Jurisdictional Drug Task Forces (Purpose Area 2)*

The assessment of the nature and extent of drug use in Utah suggests that there is more usage than the arrest data reflect. Arrest rates for drug possession and sales in Utah are lower for adults than national rates yet treatment data (TEDS) suggest that treatment rates are twice the national average. These data show clearly the need for continued interdiction efforts.

Interdiction is and continues to be an important element of drug reduction. Certain areas of the state appear to lag in interdiction efforts, such as Weber County. The drug task forces appear to have been effective in a general fashion and, through targeted assessments, may be encouraged to either refocus and become "violence" reduction task forces (although the violence rates are generally low already) or concentrated in areas where interdiction lags. Additionally, interdiction should not be viewed as opposed to treatment. The TEDS data show that almost half of the treatment clients were referred by criminal justice agencies.

The 1998 TEDS summary supports the *prima facie* proposition that drugs and crime are related. The reports shows that 45 percent of the treatment admissions were a result of criminal justice referrals, while 26 percent were self-referrals, 16 percent from alcohol and drug centers,

and 7 percent from other community agencies. Only a total of five percent of the referrals were from schools and health care officials.

The following table shows the rates of treatment admissions, based on Utah TEDS for 1998. This table, in concert with the Regional Crime and Arrest table, helps to judge the relationship between crime and drugs, by region:

1998 Utah Treatment Episode Data Set by Region

Region	Treatment Rates	Juvenile Treatment	Drug Treatment	Alcohol Treatment	Cocaine Treatment	Marijuana Treatment	Heroin Treatment	Meth Treatment
Southwest	525.0	337.5	310.4	202.3	14.7	132.0	5.4	135.1
San Juan	313.6	242.1	124.0	189.6	0.0	94.8	0.0	21.9
Central	355.0	192.9	171.8	181.6	19.6	63.8	1.6	63.8
Four Corners	1031.9	316.1	407.3	624.6	34.9	164.9	5.0	134.9
Tooele	677.6	269.4	287.9	368.8	24.0	110.9	9.0	128.9
Utah	474.0	-	330.1	143.9	-	-	-	-
Northwest	352.3	296.1	181.0	168.8	7.3	107.6	2.5	24.5
Bear River	710.6	305.1	262.4	445.9	9.9	158.3	1.5	77.3
Salt Lake	1109.3	551.4	676.2	427.7	141.8	181.2	129.9	163.8
Davis	387.5	163.8	270.8	116.7	24.5	109.0	9.0	100.9
Weber	896.9	369.9	305.1	582.5	49.2	144.4	9.4	76.4
Summit	181.1	48.4	71.6	96.9	8.4	42.1	8.4	12.6
Wasatch	-	-	-	-	-	-	-	-

Rates are per 100, 000 population; Juvenile Treatment Rates are per 100,000 juveniles

1998 Utah Crime and 1997 Utah Arrest Data by Region

Region	Murder Rates 1998	Rape Rates 1998	Robbery Rates 1998	Aggravated Assault Rates 1998	Larceny Rates 1998	1997 Drug Arrest Rates	1997 Poss Marijuana Arrest Rts	1997 Meth /Other Pos s Arrest Rts
Southwest	3.1	16.1	7.7	96.0	1353.1	517.5	161.6	251.0
San Juan	0.0	0.0	6.9	159.4	596.1	305.5	183.3	20.4
Central	0.0	33.3	6.7	128.6	2826.7	622.6	229.3	235.9
Four Corners	4.9	39.6	7.4	113.8	3187.8	806.3	375.6	200.9
Tooele	6.3	50.1	6.3	212.9	2834.4	595.7	196.4	244.7
Utah	1.8	31.9	18.4	78.5	3058.7	451.5	274.2	49.7
Northwest	4.8	40.6	11.9	148.0	2495.2	911.3	462.8	260.0
Bear River	0.0	28.3	8.1	76.1	2944.8	247.3	63.8	122.1
Salt Lake	3.6	52.6	121.7	299.7	5216.2	819.7	440.2	115.4
Davis	.8	15.2	8.9	87.6	1485.8	473.2	271.1	100.2
Weber	4.1	50.1	79.4	190.6	4067.7	383.9	132.5	62.4
Summit	0.0	42.0	14.0	42.0	3627.8	279.9	155.0	25.8
Wasatch	14.9	29.8	7.5	178.7	1429.7	65.0	32.5	8.1

Rates per 100,000 population of jurisdictions reporting to BCI/FBI

Although the number of regions is relatively small, the bivariate relationships seen in the analyses further suggest the interrelationships between crime/drug arrests and treatment. The correlation coefficient for cocaine treatment rates with opiate arrest rates, by region, was .652, significant at the .05 level. Heroin treatment rates also showed a significant correlation with opiate arrest rates ($r=.782$). Interestingly, simple assault rates, by region, were significantly correlated with juvenile DUI rates ($r=.756$) and with alcohol treatment rates, by region ($r=.578$). Similarly, drug arrest rates were correlated with weapons violation rates ($r=.827$) and with juvenile liquor violation rates ($r=.732$). Supporting a transmission of values and norms hypothesis, the regional data showed that the correlation between juvenile drug treatment and all drug treatment was .859, significant at the highest level. This is even stronger considering the fact that only 15.9 percent of those treated in 1998 were under the age of 18.

These data suggest strongly that the need for continued interdiction efforts, best organized through Multi-Jurisdictional Drug Task Forces, should be continued, although periodic reassessments will continue to focus, refocus, revise, and perhaps discontinue certain efforts.

Interdiction is and continues to be an important element of drug reduction. Certain areas of the state appear to lag in interdiction efforts, such as Weber County. The drug task forces appear

to have been effective in a general fashion and, through targeted assessments, may be encouraged to either refocus and become "violence" reduction task forces (although the violence rates are generally low already) or concentrated in areas where interdiction lags. Additionally, interdiction should not be viewed as opposed to treatment. The TEDS data show that almost half of the treatment clients were referred by criminal justice agencies.

Program: *Adult and Juvenile Drug/Alcohol Treatment (Purpose Area 13)*

Interdiction of drugs and arrests for alcohol-related crimes represent an obvious and necessary method of addressing those issues. Treatment, however, represents the only viable means of addressing underlying causes of the behavior.

The problem assessment strongly supports the proposition that interdiction alone will be ineffective in reducing or ameliorating the substance abuse problems in Utah. As mentioned earlier, national comparisons suggest the nature and scope of the drug problem in Utah. The Treatment Episode Data Set (TEDS) for 1992-1997 shows that in 1997 Utah had an adjusted substance abuse admission rate of 834 per 100,000 population, compared to the national average of 589 per 100,000 population. Utah's admission rate for methamphetamine treatment was almost three times the national average (82 per 100,000 population for Utah versus 29 per 100,000 population in U.S.) and more than twice the national average for cocaine treatment. Utah's and the U.S. rates were equal for admissions for heroin treatment. The "Treatment Admission Data Summary, TEDS Fiscal Year 1998" for Utah shows that 57 percent of the treatment admissions in 1998 were for drugs and 43 percent of the treatment admissions were for alcohol. Alcohol admissions have been declining in Utah since 1992. Statewide, the proportions of admissions for methamphetamine has increased from 12 percent in 1997 to 16 percent in 1998. The 1998 report cautions that *methamphetamine use by females increase precipitously from 16.3 percent in 1997 to 22.8 percent in 1998 and became the second most prevalent drug of abuse among females*. This suggests that methamphetamine use by women in Utah is a serious and increasing concern.

In the bivariate analysis, crimes related to alcohol use and abuse were consistently related to drug arrests. Liquor violation arrest rates, both total and juvenile, were related to drug arrests and drug possession rates. Drug arrest rates were significantly associated (bivariate analysis) with rape rates, aggravated assault rates, DUI rates, and liquor violation rates. Juvenile arrests for DUI were significantly associated with drug possession rates, rape rates and aggravated assault rates. Additionally, and of importance, juvenile arrest rates for drugs were significantly associated with juvenile arrests for rape. These associations were based on bivariate, by-county associations. These results suggest that for those locations where one event is high, such as juvenile arrest rates for drug offenses, the other variable is also high, such as juvenile arrests for rape. Similarly, for jurisdictions with low rates of one variable, there tends to be low rates of the other. Again, these associations do not suggest a cause-and-effect but they do suggest location specific risk and resilience factors are present.

Cocaine abuse admission declined from 1997 to 1998 but was still the fourth most prevalent drug of abuse. Statewide, heroin abuse treatment has also declined. In 1998 heroin represented the drug abused by 10 percent of all treatment clients, equal to the rate of cocaine abuse. Marijuana was the most frequent drug of abuse with 18 percent of the clients seen for this drug, followed closely by methamphetamine. Treatment efforts, establishing collaborations between criminal justice and substance abuse treatment agencies, can be effective in addressing these issues.

Program: *Gang Enforcement Units*

Gang enforcement units represent a multi-jurisdictional approach to addressing problems which have historically plagued the Salt Lake area.



This map, also presented earlier, shows that Salt Lake County has had consistently high larceny rates. As mentioned earlier however, Salt Lake City, Murray (population in 1998 was 35,374), Ogden, and West Valley (1998 population was 101,996) had the most serious larceny problems in 1998. The rest of Salt Lake County, including an unduplicated population (only those persons not residing in other jurisdictions) of 382,811 persons, produced the most larcenies but the rate was consistent with the state's rate. Salt Lake City

had more larcenies from motor vehicles (33.2 percent of all of the larcenies in Salt Lake City) than any other category. The second highest category was shoplifting (24.8 percent). Together, these two categories represented 58 percent of all larcenies in Salt Lake City, or 8,062 larcenies, almost ten percent of all larcenies in Utah in 1998. In 1997 the unincorporated areas of Salt Lake County had almost 20 percent of all larcenies in the state categorized as "other." Salt Lake County, the site of the Gang Enforcement Units, represented 62.5 percent of all larcenies in the state, as well as the highest rates of drug use. Both larceny and drug use are often gang related. As has been recommended, the Gang Enforcement Units will serve as the basis for a multi-jurisdictional approach to addressing larceny and other drug-related problems in the greater Salt Lake area.

Programs: *Strategic Planning/Assessment and Racial/Ethnic Task Force (Purpose Area 16)*

Ethnicity, a variable mentioned frequently in criminological literature, proved not to be a significant one in assessing bivariate relationships with crime, as described above in the problem assessment. Ethnicity was calculated using the following formula:

$$\text{Ethnicity} = 1 - [(\text{ProportionWhite})^2 + (\text{ProportionBlack})^2 + (\text{ProportionAsian})^2 + (\text{ProportionNativeAmerican})^2 + (\text{ProportionOther})^2 + (\text{ProportionHispanic})^2]$$

Ethnicity has been found to be a significant factor in explanations of urban crime (in particular, Social Disorganization Theory) and its impact may be diminished in Utah due to the rural nature of much of the state. Also diminishing the statistical influence of ethnicity is the relatively small variance from county to county. This does not, however, reduce the need to continue to address racial and ethnic issues and to conduct strategic planning and assessment regarding these and other issues.

Two counties in Utah have very high proportions of native Americans. Several counties have high proportions of Hispanic citizens. Salt Lake County has a relatively high and growing proportion of Asian and Pacific Islanders. These groups must not feel disenfranchised in Utah's efforts to address crime, disorder and quality of life. Some demographic categories show developing relationships which crime-related issues.

When considering the distribution of particular races or ethnicities, by county, the variable, "percent Asian" is significantly related to robbery rates. This, however, may be due to the urban /density relationship to robbery and the residential location of many Asian-American citizens in

Utah. "Percent Hispanic" proved to be significantly related to juvenile arrests for drug sales and juvenile arrests for larceny. The relationship would suggest a risk factor unless there are other explanations for the association. More research on offender/arrestee ethnicity would answer the question.

Strategic planning represents the only viable opportunity to identify and address emerging issues relating to crime and disorder. The Technical Assistance provided by BJA in assessing the crime problems in Utah stressed the need to continue Strategic Planning, including the accumulation and assessment of crime data, in order to address these issues appropriately.

Programs: *Court Delay Reduction; Juvenile Drug Court; Court Case Managers*
(Purpose Area 10)

Criminological literature, since 1754 and the publication of the essay *Dei deliti e delle pene* (*On Crimes and Punishments*) by Cesare Bonesana, Marchese de Beccaria, has stressed the importance of deterrence in the control of crime. The three elements of deterrence are the certainty, swiftness, and severity of punishment. Typically the criminal justice system has stressed the last element, severity, yet criminological and psychological literature suggests that it is the least important of the three. The three programs listed address the issues of swiftness (Court Delay Reduction) and both certainty and swiftness (Juvenile Drug Court and Court Case Managers). These programs will be able to address those arrested for the two major categories of serious crime problems in Utah, larceny and rape, as well as drug cases. The remarkable growth of methamphetamine and the high levels of cocaine use in Utah, as shown by the data presented earlier, demand prompt and certain action.

Similarly, in the bivariate analysis, crimes related to alcohol use and abuse were consistently related to drug arrests. Liquor violation arrest rates, both total and juvenile, were related to drug arrests and drug possession rates. Drug arrest rates were significantly associated (bivariate analysis) with rape rates, aggravated assault rates, DUI rates, and liquor violation rates. Juvenile arrests for DUI were significantly associated with drug possession rates, rape rates and aggravated assault rates. Additionally, and of importance, juvenile arrest rates for drugs were significantly associated with juvenile arrests for rape. These associations were based on bivariate, by-county associations. These results suggest that for those locations where one event is high, such as juvenile arrest rates for drug offenses, the other variable is also high, such as juvenile arrests for rape. Similarly, for jurisdictions with low rates of one variable, there tends to be low rates of the other. Again, these associations do not suggest a cause-and-effect but they do suggest location specific risk and resilience factors are present.

While Utah enjoys relatively low rates of serious violent crime, the charts in the Appendix show that the trends for violent crime are all increasing or flat. This is at a time when U.S. violent crime rates are decreasing substantially. In order to maintain the low levels of serious crime, it is necessary that deterrence measure be employed and the programs listed would accomplish that.

Arrests for Drug Crimes in Utah

Arrests for Drug crime in Utah have increased substantially during the past decade. This includes arrests for drug sales and manufacture and arrests for drug possession.

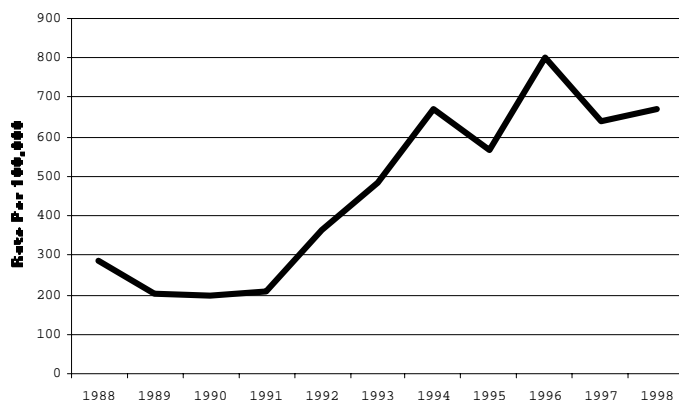
Between 1988 and 1998, total arrests for drug offenses increased 134.7%. Arrests for sales or manufacturing of drugs increased 83.8%, while arrests for possession of drugs increased 150.5%.

Utah's most pronounced drug problem in 1998 was sales/manufacture and possession of methamphetamine. This drug in particular poses a variety of problems to community safety and crime. Methamphetamine is easily produced with over-the-counter ingredients. However, the "cooking" of meth is a very dangerous activity due to its volatile nature. Often drug labs are left behind requiring technical expertise and a lot of money to decontaminate in a safe manner.

Utah's drug problem also impacts other crime issues. Use, sale, and manufacture of drugs is illegal. In many cases, those addicted to illegal substances commit property crimes and violent crimes in order to secure the money they need to purchase more drugs. In addition, offenders under the influence of drugs are often more likely to engage in violent behavior. The following tables and graphs depict drug crime in Utah:

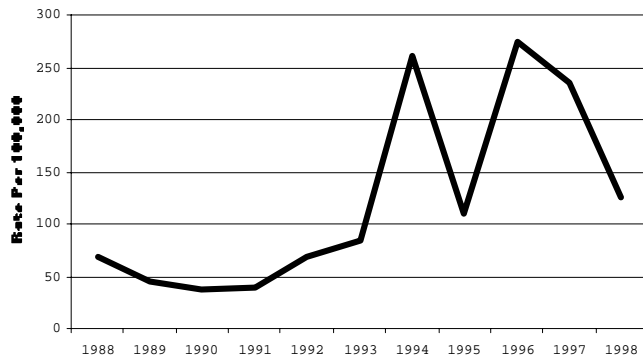
Utah Drug Crime Statistics 1988 to 1998											
	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Sales/Manufacture											
Opium, Cocaine	24.6	19.9	14.1	13.9	24.9	38.6	58.9	49.3	81.7	51.5	51.0
Marijuana	37.6	20.9	17.8	18.9	30.7	31.7	174.3	46.8	165.4	157.6	39.2
Synthetic Narcotics	2.9	2.2	2.5	3.2	5.1	6.6	19.6	8.0	16.7	19.3	11.6
Other Dangerous Drugs	2.7	2.1	2.7	2.5	8.1	7.9	8.1	5.2	11.1	6.3	22.8
Possession											
Opium, Cocaine	25.0	23.7	25.0	24.2	57.8	48.1	64.9	57.9	75.4	53.9	54.0
Marijuana	162.2	112.2	103.9	111.2	175.0	286.6	245.7	250.0	268.4	217.9	343.7
Synthetic Narcotics	3.4	2.5	3.5	3.9	5.7	8.6	22.0	12.4	18.4	21.3	12.8
Other Dangerous Drugs	25.4	17.8	23.0	26.5	54.0	39.6	72.2	122.9	157.8	112.5	125.0
TOTAL Sale/Manufacture	67.8	45.1	37.0	38.4	68.8	84.8	260.9	109.2	275.0	234.6	124.5
TOTAL Possession	218.9	157.4	158.6	169.5	297.5	396.7	411.7	459.5	524.1	407.5	548.3
TOTAL	286.6	202.6	195.6	207.9	366.3	481.6	672.6	568.7	799.1	642.1	672.8

The following drug categories are specified: opium, or cocaine and their derivatives (morphine, heroin, codeine); marijuana; synthetic narcotics - manufactured narcotics that can cause true addiction (demerol, methadones); and dangerous nonnarcotic drugs (barbiturates, benzedrine, methamphetamine).



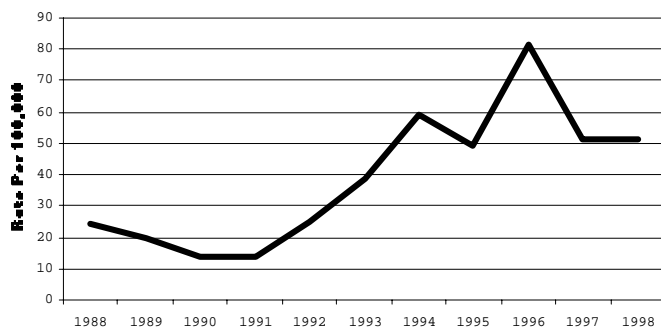
Total Drug Crime Arrest Rate

Over the past decade, the drug crime arrest rate has increased dramatically in Utah. After decreasing in 1997, the rate increased again in 1998. From 1988 to 1998, the total drug crime arrest rate in Utah increased 134.8%



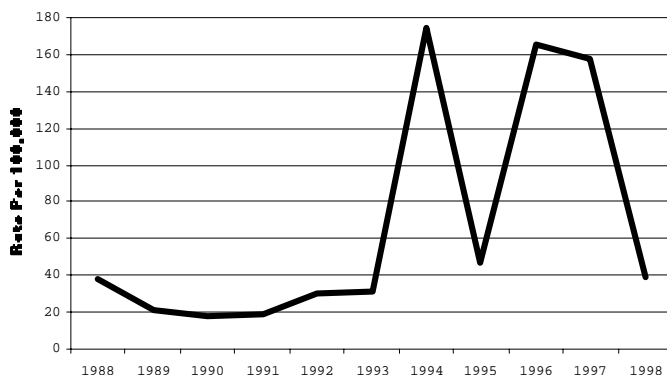
Total Drug Sales/Manufacture Arrest Rate

After peaking in 1996, the drug sales/manufacture arrest rate has been on a decreasing trend. Still the rate in 1998 is 83.6% higher than the rate in 1988.



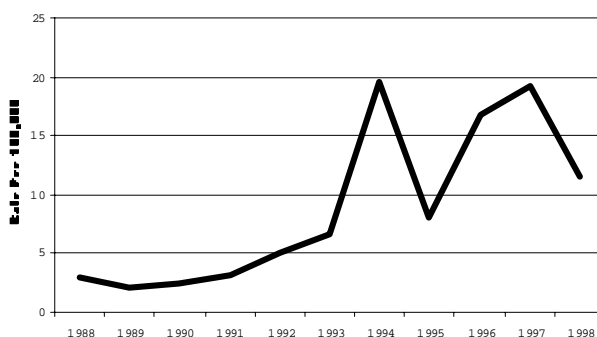
Opium, Cocaine Sales/Manufacture Arrest Rate

After peaking in 1996, Utah's opium, cocaine sales/manufacture arrest rate decreased through 1998. This rate is 107.3% higher than the rate in 1988.



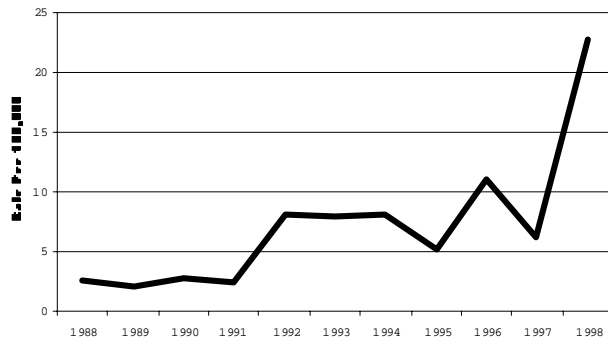
Marijuana Sales/Manufacture Arrest Rate

Utah's marijuana sales/manufacture arrest rate decreased significantly in 1998. The rate in 1998 is only 4.3% higher than the rate in 1988.



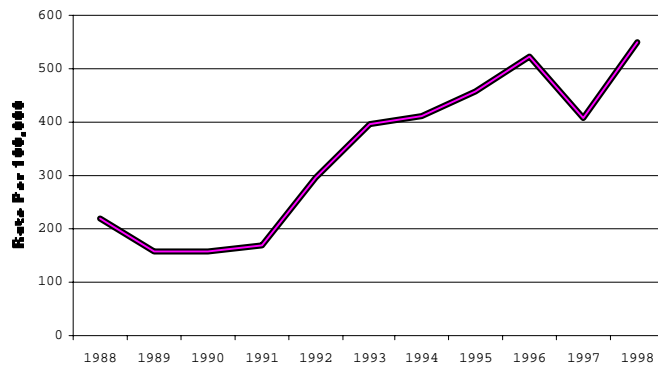
Synthetic Narcotics Sales/Manufacture Arrest Rate

After decreasing in 1998, Utah's arrest rate for sales/manufacture of synthetic narcotics was still 300% higher than the rate in 1988.



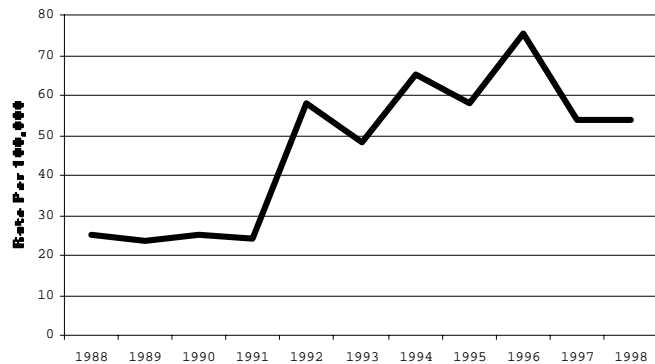
Other Dangerous Drug Sales/Manufacture Arrest Rate

Utah's arrest rate for other dangerous drugs increased dramatically during 1998. Compared to the 1988 rate, the 1998 rate was 744% higher.



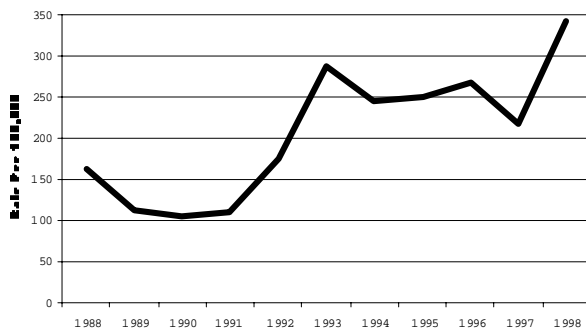
Total Drug Possession Arrest Rate

The arrest rate for drug possession continues to increase. The drug possession arrest rate in 1998 was 150.5% higher than the rate in 1988.



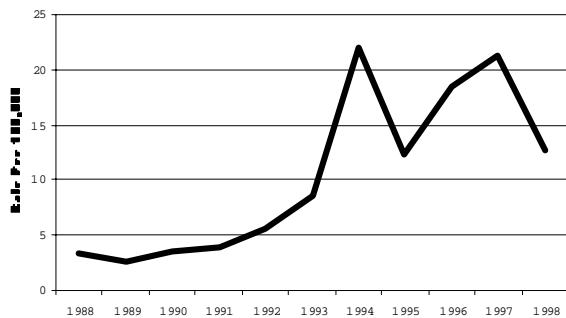
Opium, Cocaine Possession Arrest Rate

Utah's arrest rate for opium and cocaine possession has decreased since 1996. The 1998 rate was 116% higher than the 1988 rate.



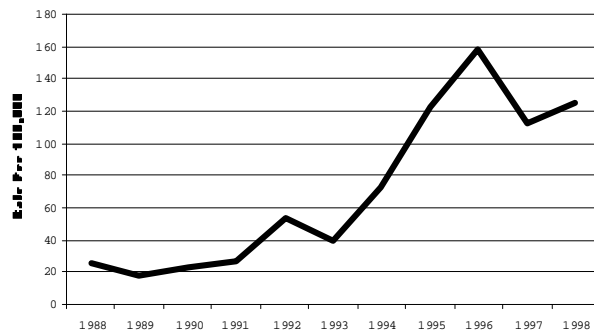
Marijuana Possession Arrest Rate

Utah's marijuana arrest rate has been on an increasing trend throughout the past decade. The 1998 rate was 112% higher than the 1988 rate.



Synthetic Narcotic Possession Arrest Rate

Utah's synthetic narcotic possession arrest rate decreased dramatically in 1998. However, the 1998 rate was 276% higher than the 1988 rate.

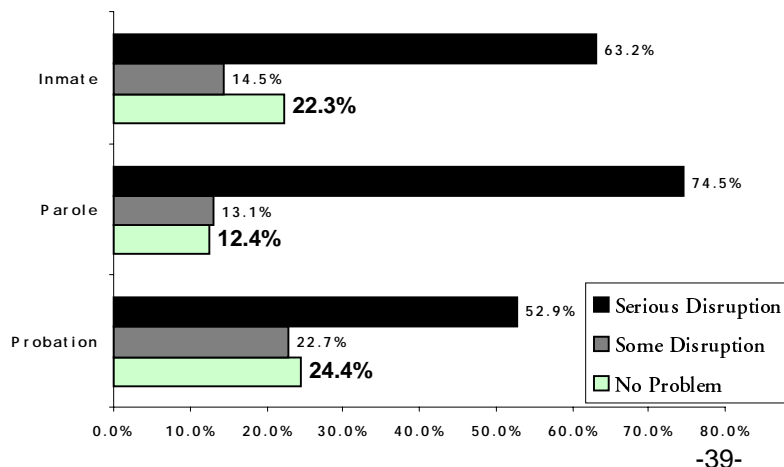


Other Dangerous Drug Possession Arrest Rate

Utah's other dangerous drug possession arrest rate increased marginally during 1998. The 1998 rate was 392% higher than the 1988 rate.

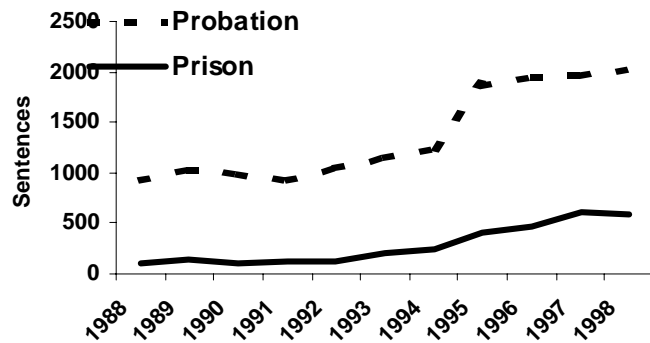
Drugs are playing a greater role in Utah's correctional population. As the graphs below depict, a large portion of Utah's inmates, parolees, and probationers have significant drug problems. In addition, an increasing percentage of drug offenders are being sentenced to prison.

Utah Department of Corrections Drug Statistics: 1988 to 1998											
	1988	1989	1990	1991	1992	1993	1994	1995	1996	1997	1998
Adult Drug Sentences											
Probation	931	1,045	993	945	1,048	1,149	1,244	1,860	1,954	1,971	2,026
Prison	103	134	103	119	132	200	247	414	470	609	590
Percent of Adult Drug Offenders Going to Prison	9.80%	11.20%	9.40%	11.10%	11.10%	14.80%	16.40%	18.10%	19.30%	23.50%	22.30%



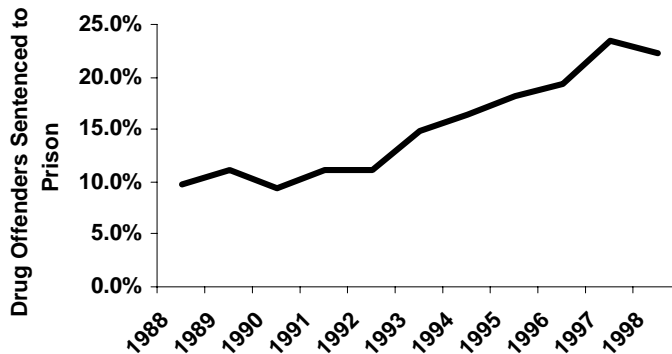
Drug Problems Among Corrections Population

It is clear from the adjacent figure that a large portion of offenders under correctional supervision have serious drug problems. This is especially true of parolees and inmates.



Drug Sentences to Prison and Probation

Clearly, sentences to probation and prison for drug related crimes has increased dramatically over the past decade. Specifically, prison sentences for drug offenses has increased 473%, while probation sentences for drug offenses has increased 118%.



Percent of Drug Offenders Sentenced to Prison

The percent of drug offenders receiving a prison sentence has increased 128% over the past decade. In 1988, 9.8% of drug offenders received a prison sentence. In 1998, 22.3% of drug offenders received a prison sentence.

Drug Availability and Use

The Utah Division of Substance Abuse (DSA) drafts an annual report outlining the current status of substance abuse within the state. This study includes data from the following sources.

- a statewide household survey that will provide representative data at the substate planning level,
- a social indicator study that will allow us to develop synthetic estimates of treatment need during the years when the household survey is not conducted,
- an estimate of treatment need among the homeless population using indicator data,
- a study of Utah's Native American population, and
- a study of Utah's prison population.

Through this family of studies DSA is able to identify trends in substance abuse and the need for treatment among specific populations. Data also enables DSA to develop treatment services and strategies at state and substrate levels. During the past year CCJJ has been working with DSA in a partnership with the Department of Corrections to allocate state and federal funding on treatment needs within the corrections community in an attempt to close the "revolving door" of offenders returning to prison due to technical violations of parole.

The following information, which outlines some of Utah's most significant problems, was originally published in the 1999 Division of Substance Abuse annual report, "The Community is Our Client".

Concerning the use of tobacco products by minors, the State uses a dual approach of enforcement and education to limit the availability of tobacco products to our youth. The first method combines the efforts of local law enforcement officials and local health district personnel in conducting targeted and random unannounced inspections of tobacco retailers. Recently, fines and penalties for selling minors tobacco have been substantially increased. The second approach involves educating retailers about the negative effects of tobacco use on minors and the consequences of breaking the minor tobacco laws.

Originally, in 1996, the State's non-compliance rate (the rate of tobacco sales to minors) was estimated to be 35%. By 1997, the estimated non-compliance rate had fallen to 28%. As of September 1998, Utah's estimated non-compliance rate was 20.1% and well within reach of its 20% target for the year 2000.

Utah is a "local authority" state which means substance abuse services are provided by local county governments with administrative oversight and monitoring by the DSA. Some county governments in Utah opted to provide services as a single county agency while other, less populated, counties formed multi-agency service agencies. The following table outlines local, state and federal (non-Byrne) resources allocated to local substance abuse providers.

Local Authority (Counties)	General State Funds	SAPT Federal Funds	County Match	Total Allocation
Bear River (Cache, Rich, Box Elder)	\$533,994	\$467,475	\$106,799	\$1,108,268
Weber (Weber, Morgan)	\$825,555	\$952,034	\$321,770	\$2,099,359
Salt Lake	\$3,937,683	\$3,982,421	\$1,327,254	\$9,247,358
Davis	\$798,408	\$1,069,042	\$159,682	\$2,027,132
Tooele	\$182,444	\$200,412	\$58,000	\$440,856
Wasatch	\$50,837	\$62,331	\$55,997	\$169,165
Utah	\$967,445	\$1,013,589	\$215,110	\$2,196,144
Summit	\$100,449	\$222,436	\$20,090	\$342,975
Six Counties (Juab, Millard, Piute, Sanpete, Sevier, Wayne)	\$246,862	\$331,282	\$49,372	\$627,516
Southwest (Beaver, Garfield, Iron, Kane, Washington)	\$483,735	\$593,211	\$96,747	\$1,173,693
Uintah Basin (Daggett, Duchesne, Uintah)	\$270,267	\$219,433	\$54,053	\$543,753
Four Corners (Carbon, Emery, Grand)	\$200,202	\$263,330	\$40,040	\$503,572
San Juan	\$116,919	\$94,302	\$23,384	\$234,605
TOTAL	\$8,714,800	\$9,471,298	\$2,528,298	\$20,714,396

DSA is focusing their resources on the following four areas of significant need. Byrne funding is being utilized in some manner with all four priority areas, though not all in partnership with DSA.

- 1) Treatment of Methamphetamine Addicted Adults and Youth
Methamphetamine abuse is a recent phenomenon in both Utah and the United States. This drug is relatively easy to get and make. Over the past three years admissions into treatment for clients whose primary drug of choice was methamphetamine (METH) has increased from 346 statewide admissions to an estimated 2,702 statewide admissions in FY98. The costs to society from METH abuse are very high. Just consider the cost of emergency room use and law enforcement efforts attributable to METH abuse. METH abusers tend to also be much more difficult to treat in that they exhibit quicker physical

addiction, are more likely to resist treatment, and have more treatment admissions during a year's period of time.

2) Drug Courts

Drug abuse contributes to many of our social ills and adversely impacts many of our government systems. Substance abusers are disproportionately represented in our criminal justice and human service systems. The traditional approach of arrest, prosecution, conviction, incarceration, release, is a predictable pattern that usually results in another arrest rather than a cessation of criminal behavior. Drug courts combine intensive judicial supervision, mandatory drug testing, escalating sanctions, and treatment to help substance abusing offenders break the cycle of addiction and the crime that often accompanies it. Successful rehabilitation through Drug Courts, which costs approximately \$2,000 per offender, is noted as being a much more cost effective method of adjudication for substance abusers than simple incarceration, which costs about \$20,000 per offender each year.

3) Women's Treatment Services

There is an increasing demand for treatment services to women and women with dependent children. In 1998, over 31% of all admissions into Utah's public treatment system were women. Women's treatment services must be provided in a different manner than is common with men in that they generally have dependent children, hence more supportive services are required to promote success in treatment. The overwhelming drug of choice among women admitted into treatment is methamphetamine.

4) Criminal Justice Population Treatment (incarcerated & diversion)

This is essentially a cost-offset issue. The State Prisons, as well as County Jails, are over-crowded which requires the building of more facilities. Many of those who are incarcerated in county jails (80%) have substance abuse related problems. Almost 50% of all admissions to treatment on a statewide basis are referrals from the criminal justice system.

Patterns and rates of alcohol, tobacco and other drug use in Utah are, for the most part, distinct from national trends and rates. Some problems, such as alcohol and tobacco use among Utah adults and youth, are less common than elsewhere in the nation. However, unlike national trends where alcohol, tobacco and other drug use among youth has remained fairly constant over the last several years, alcohol and marijuana use among Utah youth significantly increased between 1995 and 1997.

Tobacco and Marijuana

Youth under age 19 cannot legally purchase or possess cigarettes or other tobacco products in Utah. Nevertheless, in 1997 nearly one in every ten 9th graders and about one in every seven 11th graders reported using tobacco products in the past month; one in seventeen 6th graders has used tobacco at least once in their lifetime. While smoking rates among teens in Utah are far below national figures (9.4% in Utah vs. 18.3% in the US), the rate in Utah increased slightly between 1995 and 1997 whereas the national rate actually declined somewhat.

Strikingly, 6.0% of Utah youth in the 1997 study report using marijuana in the past month, more than double the 1995 rate of 2.6%. While the past month figure in Utah remains lower than the national figure (7.1%), use across the nation appears to be leveling off.

As recent media reports have pointed out, Utah adults use tobacco at a much lower rate than adults across the country. In fact, it was reported that Utah had the lowest rate of adult tobacco usage in the entire country. In 1995, 13.7 percent of Utah adults had used tobacco in the past month, compared to nearly 29% of adults nationwide.

Alcohol

Although youth drinking rates in Utah fall consistently below national averages, alcohol use in the past month among Utah teens rose significantly between 1995 and 1997, from 8.5% to 13.3% respectively. Comparatively, use rates across the nation actually fell from 21.1% in 1995 to 18.8% in 1996. In 1997, over 13% of Utah's 7th graders reported using alcohol at some time in their lives; in the same year, nearly 40% of our 12th graders reported using alcohol in their life.

Despite the fact that past month use of alcohol among all Utah adults has not changed much over the past several years (mid twenty percent range), data suggests that use among young adults (ages 18-25) actually declined, from 32.8% in 1994 to 24.3% in 1995. Interestingly, this is the first instance where past month alcohol use among Utahns over age 25 has been higher than that of Utah's young adults. In comparison to national data, use rates among Utah adults is still far below national alcohol use rates of 63.8% for ages 18-25 and 56.6% for ages 26+.

Illicit Drugs

Remarkably, illicit drug use among Utah youth appears to have doubled since 1995, with nearly one in ten youth (9.6%) reporting use of an illicit drug in the past month, compared to 4.8% in the 1995 study. This increase is mainly due to a sharp increase in the number of marijuana users, accompanied by small increases in the numbers of stimulant users and LSD users. (Illicit drugs include marijuana, LSD and other psychedelics, cocaine, heroin, inhalants, stimulants, and sedatives/tranquilizers.)

It is crucial to note that past month use of an illicit drug by Utah youth (9.6%) is now slightly greater than past month use across the nation (9.0%). Compare that to 1995, where national use rates were at 10.9% and Utah rates were much lower, at 4.8%.

Among Utah adults as a whole, it appears that past month use of illicit drugs decreased slightly from 3.6% in 1994 to 2.7 % in 1995. In comparison to the past month use rates nationally, Utah's adults in all age categories use at rates almost half the national average.

Adult Arrestee Drug Abuse and Crime

Salt Lake City/Salt Lake County was recently chosen by the National Institute of Justice as one of 12 new sites in the nation to participate in the Arrestee Drug Abuse Monitoring Program, also known as ADAM. In 1997, the ADAM program replaced the Drug Use Forecasting (DUF) program. ADAM represents a major expansion and revision of the DUF program, bringing the total number of sites to 35 nationwide. Since 1987 DUF, and now ADAM, has conducted quarterly interviews and drug tests with arrestees in urban lock-ups.

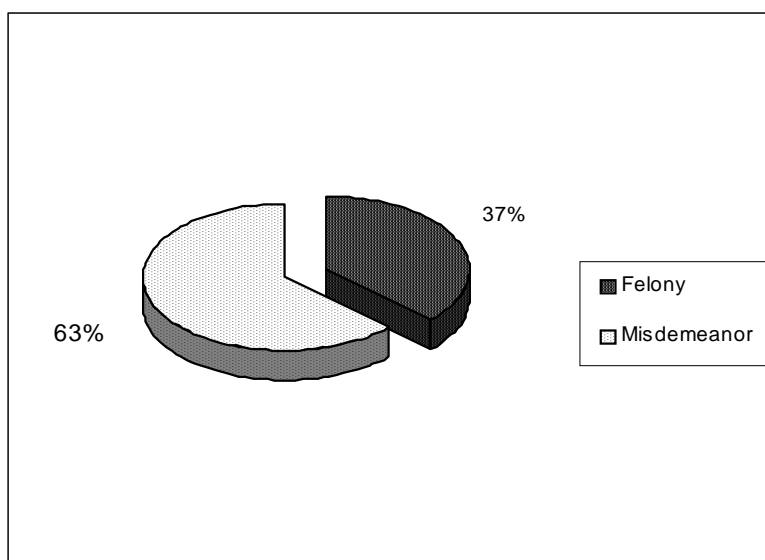
The data collected by ADAM play an important role in assembling the national picture of drug abuse and have been a central component in studying the links between drug use and crime. But, more importantly, perhaps, is the impact this data can have on understanding how drug use and crime affect our own communities and state. Data collection consists of a urine specimen and short interview of recently arrested adults in booking facilities. The instrument

collects information regarding demographic, drug use history, drug dependency, treatment needs, and drug market information. The following figures illustrate the seriousness and types of charges of the arrested population in Salt Lake County, and the need for treatment in this population.

Most Serious Charge of Arrestees
Interviewed by ADAM Program
(4th Quarter, 1998)

	Felony	Misdemeanor	Total
Non-Drug Charges	27%	42%	69%
Drug Charges	11%	20%	31%
Total	38%	62%	100%

During the 1998 4th quarter data collection, it was found that about 31% of adult arrestees were booked into Salt Lake County Metro Jail on drug charges, as shown in the above table.



Within the drug charge category, 37% of adults were brought in on felony charges and 63% were misdemeanors.

During the third quarter of 1999, the Salt Lake ADAM program will include a methamphetamine addendum to the standard questionnaire, in order to find out more about this rising problem in Salt Lake County. There are also plans to collect data on juvenile males and females and on rural populations.

Gang Activity

In 1995 the Utah Legislature passed the Serious Youth Offender Bill which specified the crimes that would require automatic transfer from the juvenile to the adult system for offenders ages 16-17. *Included is a crime that has been identified as specific to gang members: the drive-by*

shooting. This inclusion was an attempt by the Legislature to address a gang problem that at the time was growing.

During 1995, a total of 9,526 gang-related offenses were reported by 28 jurisdictions throughout the state. Over two young people per day joined gangs in Salt Lake County during FY 1995-1996, raising membership in the 288 different gangs in the county to over 3,400 as of July 1, 1996. As of January 1, 1996 the Davis County Gang Project reported over 1,000 gang members; Weber County reported 2,200 gang members and associates; and the Utah County Gang Project reported 206 gang members from 32 different gangs.

Positive progress has been made in the area of gangs statewide over the past three years. The state has witnessed a great reduction in gang related crimes. According to Crime in Utah 1998, 45 jurisdictions throughout the state reported only 6,411 gang related crimes. This is a significant improvement over 1995 since the number of agencies reporting gang activities increased by 61% while the number of crimes reported decreased by 49%.

During FY 1995-1996, gang members in Salt Lake County committed seven homicides, 16 acts of graffiti per day (5,831 total), a drive-by shootings at least every other day (210 total), and 1.5 assaults per day (619 total), as well as other types of crimes, totalling 7,694 crimes. During 1995, Utah County experienced nine drive-by shooting, the first gang-related shootings ever in this county. In addition, Utah County experienced its first gang-related homicide during September 1996. During FY 1995-1996, gang members in Weber County committed 110 drive-by shootings, 168 assaults and aggravated assaults, and 182 acts of graffiti in addition to 702 other gang-related crimes.

In 1998 statewide gang related homicides totaled only 5, acts of graffiti only 4,722, drive-by shootings only 147, and assaults only 32. Byrne funding of five different gang task forces has made a tremendous impact on the gang problem. Thankfully law enforcement efforts have paid off to the point that several gang projects have merged their funding with local drug task forces and in one instance Byrne funding for a rural gang task force was discontinued because the gang problem had essentially been eradicated.

Crime Scene Investigation/Emerging Technology

High profile homicide cases have changed the complexion of crime scene investigation forever in Utah and the nation. Law enforcement officers will be held to a higher standard than ever before in regards to evidence gathered and analyzed.

Crime scene processing and evidence examination have changed dramatically within the past 5-10 years. There are techniques being used now which did not exist two years ago. Law enforcement agencies have found that specialization in crime scene units makes the evidence search and examinations more fruitful. The San Francisco Police Department found that when a police officer who *processes* evidence also participates in the *examination* of evidence, the outcomes of crime scene searches were more successful.

Law enforcement personnel must have the skills, equipment, and supplies to process crime scenes properly. Cases may be lost in court due to inadequate or improper crime scene evidence collection, preservation, and/or investigation techniques.

B. Current Resources, Goals and Activities

During Utah's 1999 Legislative Session, House Bill 145 was passed, providing the Utah Commission on Criminal and Juvenile Justice (CCJJ), \$150,000 to aid state and local justice agencies in developing crime reduction plans. The legislation also tasked CCJJ to hold at least one "Crime Reduction Conference" where criminal justice leaders from around the state could gather to discuss relative issues and topics.

In the spirit of this legislation, CCJJ met with both the Utah Chiefs of Police Association and the Utah Sheriff's Association. These Associations created a Joint Crime Reduction Planning Committee, to work with CCJJ in the development of a Statewide Crime Reduction Plan. During initial meetings, it was decided that surveys be developed and distributed to all local law enforcement and state justice agencies. The survey elicited identification of the most pressing crime problems within their jurisdictions and possible solutions to address those crime problems. The survey instrument was sent by CCJJ to all police chiefs, county sheriffs, city and county prosecutors, and state justice agency administrators, including the Department of Corrections, the Department of Public Safety, the Division of Youth Corrections, the Board of Pardons and Parole, the Administrative Office of the Courts, and the Attorney General's Office.

By August 167 surveys were received by CCJJ. A variety of state justice agencies responded, as well as a few city/county prosecutors. The law enforcement response was outstanding. Eighty four percent (84%) of Utah's population was covered by an agency returning a Crime Reduction Survey.

Working together, the Chiefs of Police Association, the Sheriff's Association, and CCJJ sponsored the Statewide Crime Reduction Planning Conference, held September 22, 1999, in St. George, Utah. This conference was specifically for Utah law enforcement agencies, but attendees also included leadership from all of the state's justice agencies, as well as numerous state and local elected officials.

In preparation for the Statewide Crime Reduction Planning Conference, staff from CCJJ worked with the Joint Crime Reduction Planning Committee, made up of volunteers from the Chief's Association and Sheriff's Association, to identify key concepts and themes found in the returned surveys. Four topic areas were defined, and each of these were topics of discussion and planning at the St. George Conference. The topics included: Drugs and Related Crime, Family and Community Safety, Information Systems and Communication, and Justice System Accountability.

The most common response from the 167 surveys returned were drug related problems. Most prominent among these drug issues was methamphetamine (meth). This included the decontamination of meth lab sites, control of meth precursors (or ingredients used for production of meth), and controlling the use of meth. Other drug related issues included the tremendous amount of property crime associated with drug offenders, school related drug and alcohol abuse, and repeat/chronic drug offenders.

The information collected at the Statewide Crime Reduction Conference was structured into planning language and presented to the CCJJ board during their daylong annual meeting. CCJJ consists of members representing every facet of Utah's criminal and juvenile justice systems.

This group reviewed, edited, and added items to the developing Crime Reduction Plan.

CCJJ suggested a more focused set of meetings with the state justice agencies and local prosecutors, allowing for a similar level of detailed discussion as occurred during the Statewide Crime Reduction Planning Conference.

Any planning document is a document “in progress.” It would be inaccurate to claim that the “Comprehensive Crime Reduction Plan” published by CCJJ is all inconclusive and finished work. It is a very good beginning. Important members of Utah’s criminal and juvenile justice community came to the table in honest and frank discussion about crime problems facing Utah today. The resulting ideas and concerns are included in the complete document. More focused and detailed discussions will occur in the coming months with state justice agencies, including the Administrative Office of the Courts, the Department of Corrections, the Department of Public Safety, the Division of Youth Corrections, the Board of Pardons and Parole, the Attorney General’s Office, and the Statewide Association of Prosecutors (SWAP). In addition, these groups will identify the short-term and long-term strategies.

The overall vision of Utah’s Comprehensive Crime Reduction Plan is as follows:

We envision a unified justice system that serves the community and instills public confidence and support. It is a system that: ensures the safety and security of all citizens; provides assistance for victims; and affords a just process for those who violate societal norms. The system is founded on the principles of respect for diversity, timely and equal access to services, and a comprehensive approach to criminal and juvenile justice that includes prevention and rehabilitation.

Our mission is best described as follows:

The justice agencies of Utah will decrease crime and victimization while protecting the rights of individuals.

Goals and Activities:

Based on the vision and mission statements outlined above, Utah’s Crime Reduction Plan outlines and details the following four goals with their associated objectives. Where Byrne funding fits within a listed objective, a brief description of current grant programs is provided. CCJJ’s Crime Reduction Plan was designed to be a five-year plan for reducing crime. Activities listed below will be found in Utah’s Byrne strategy for the next three years. Though some individual grant programs may meet their 48-month limitation on funding and be discontinued, it is fully anticipated that other like programs will begin. Any significant changes to our strategy will be outlined from year to year in the annual strategy updates.

Goal 1: Decrease the prevalence of drug use, drug sales, and drug manufacturing in Utah.

Objective 1: Increase our ability to decontaminate methamphetamine lab sites.

- 16 Byrne-funded drug task forces will be funded during the three years included in this multi-year strategy. Our task forces are on the front lines of

- responding to meth labs and often coordinate the collection of evidence for prosecution.
 - Once labs have been seized and the hazardous chemicals removed, cleanups become a priority. The Utah Legislature will consider in its 2000 general session a bill which defines cleanliness standards for all dwellings contaminated in the production of meth.
- Objective 2: Control the sales of methamphetamine precursors
 - Byrne-funded drug task forces in partnership with the DEA and Utah Division of Investigations are continually monitoring the sale and distribution of precursor chemicals.
- Objective 3: Address community safety issues with relation to methamphetamine
 - The interdiction efforts of Byrne-funded task forces will continue to play a major role in Utah's communities relative to safety issues.
- Objective 4: Decrease the use of methamphetamine
 - Drug task forces seized and dismantled more than 225 meth labs during 1999. Continued efforts to eliminate meth at its local source will aid in the achievement of this objective.
 - According to Dr. Pelfrey's analysis Utah's admission rate for meth treatment was almost three times the national average in 1997 (82 per 100,000 population for Utah vs. 29 per 100,000 population for the U.S.)¹
- Objective 5: Decrease property crime associated with drug offenses
 - Byrne funding is currently being used by the Utah County Major Crimes Task Force. This task force is a unique blend of drug, gang, and property crime investigators. During the three years this task force has been in operation more than \$500,000 in stolen items have been recovered. Other task forces have been exploring the possibility to structure their multi-agency efforts in a similar fashion.
- Objective 6: Decrease school tobacco, alcohol, and other drug abuse
 - CCJJ's effort to affect drug use and abuse within schools has been funded primarily with federal funding through JJDP, Title 5, and Challenge grants.
- Objective 7: Provide adequate justice response to repeat drug offenders
 - Byrne funding is being used with five separate substance abuse and treatment programs within the Utah Department of Corrections. These programs are part of an ongoing emphasis on treatment to effectively close the "revolving door" with the correction's system.
 - RSAT funding managed by CCJJ is also being utilized in some of Utah's county jails to assist in providing more treatment opportunities for offenders serving time in county jails.

Goal 2: Address critical family and community violence issues.

- Objective 1: Reduce domestic violence offenses
 - CCJJ's is currently and will continue to fully utilize federal funding through the Victims of Crime Acts (VOCA) and Violence Against Women Act (VAWA) to support domestic violence and women and children's shelters throughout the state. Funding policies for these grant funds are guided by

¹ Preliminary Report of Utah Crime Assessment, William V. Pelfrey, PhD. Virginia Commonwealth University. December 1999. p 10.

- the state Crime Victims Reparations Board under the direction of CCJJ.
- Objective 2: Increase law enforcement officer domestic violence training and manage the public's expectations regarding law enforcement's response to domestic violence offenses
- Objective 3: Increase the identification of at-risk kids and provide them with prevention and early intervention services
- JJDP, Title 5, and Challenge grants managed by CCJJ are utilized in this area to provide assistance to at-risk kids.
 - CCJJ also has implemented on a trial basis SHOCAP in Davis county two years ago. This program has proven very effective with law enforcement and the schools and as such is being implemented statewide.
- Objective 4: Reduce gang activity
- Byrne funding will be provided for multi-jurisdictional gang task forces during the 2000 grant year. The Salt Lake Gang Project is by far the states largest gang project serving the population of Salt Lake County which accounts for a majority of all gang activity in the state.
 - State funding in the amount of \$100,000 is allocated each year by the state legislature for distribution as mini-gang grants. These small grants are also managed by the Utah Substance Abuse and Anti-Violence Coordinating Council within CCJJ.
- Objective 5: Reduce truancy and develop partnerships between schools and law enforcement
- Grant funding is provided through JJDP, and Title 5 for truancy partnership programs between law enforcement and schools.
- Objective 6: Increase parent and family involvement and accountability for juvenile delinquency

Goal 3: Utilize data sharing, technology, and cooperative communication to enhance public safety and improve the justice system's response

- Objective 1: Increase shared data among police agencies
- Objective 2: Implement Incident Based Reporting (NIBRS) statewide
- Objective 3: Improve the Statewide Warrants System
- Objective 4: Increase Justice Court reporting of dispositions to the Criminal History File
- Objective 5: Provide better technology to law enforcement
- Technology and its related benefits because a major discussion point during the crime conference. CCJJ manages federal technology funding from many sources including Byrne (5% CJRI), Justice Statistics, and NCHIP. Funding for technology will be increasing during 2000.
 - After long discussions about the allocation of Byrne funds CCJJ voted to increase our commitment of technology funds from the standard 5% to approximately 10%. The actual allocation of these funds is outlined in the Priority Issues and Program Response section of this report.
 - Through Byrne priority purpose #16 Byrne funding will be allocated to "Crime Scene Investigation and Emerging Technology" programs. Many of these subgrants are being utilized to purchase laptop computers and video cameras for patrol vehicles. Through the use of cellular modems officers are able to share data, e-mail, and access criminal history records.

Goal 4: Increase justice system accountability and provide adequate resources to support Utah's criminal and juvenile justice system

- Objective 1: Increase adult jail bed space and juvenile detention bed space where needed
- Jail Diversion programs support by Byrne funds have been utilized in Utah for the past five years. During this same time frame many counties have built new correctional facilities which have greatly expanded bed space within the state. Requests for jail diversion funds are at a low point currently but still programmed into our strategy.
 - A juvenile screening and assessment grant will be funded through Byrne in 2000. This program was established by the State Division of Youth Corrections to focus on first time offenders to juvenile detention center. Through screening those determined to be in a high risk category are referred to treatment options being made available by local substance abuse authorities.
- Objective 2: Implement and support Community Oriented Policing efforts
- Objective 3: Improve prosecution response in Utah's criminal justice system
- Objective 4: Improve Court's response in Utah's criminal justice system
- Byrne grants are being utilized by the Administrative Office of the Courts to improve the state's court system. A delay reduction program is currently underway to implement better management practices by judges to move the pace of litigation forward at an accelerated rate.
 - A juvenile drug court program is being funded through Byrne in the third judicial district which includes Salt Lake County. This court has experienced great success in affecting the lives of youth sentenced on drug charges.
 - Case managers are being provided to Salt Lake's Domestic Violence Court as well as the Adult Drug Court. The caseloads for both of these specialized courts have exceeded the ability for a single judge. In an effort to provide continuity between judges hearing cases and to track the progress of offenders additional staff support is being provided through Byrne funding.
 - Continuation funding will be provided to Utah's Task Force on Racial and Ethnic Fairness. Utah's 1998 Byrne strategy was amended to allow funding for this effort. The task forces' allocation during the FY 2000 grant year should be their final year of funding.
- Objective 5: Improve Adult and Youth Correction's response in Utah's criminal justice system
- Objective 6: Improve Adult Probation and Parole's response in Utah's criminal justice system
- Objective 7: Reduce offender recidivism
- Byrnes funding in the form of substance abuse treatment programs within the correction's community address objectives 5, 6, and 7. In conjunction with federal RSAT funds and State funds through the Division of Substance Abuse three residential treatment programs are operating in two of Utah's three prisons.
 - Transitional treatment has also been made available to inmates released from a residential program back into the general prison population. The effort of this program is to keep inmates clean until the time of their release to the community.
 - Finally, a comprehensive treatment program has been established between adult corrections and local substance abuse providers to provide treatment slots, paid for with Byrne and other grant funds, for individuals on probation or parole. These local services will aid in preventing a relapse that would result in the immediate revoking of parole. This is part of an effort to close

the “revolving door” at corrections.

Continuum of Substance Abuse Programs and Services for Solving Utah’s Drug-Related Crime Problem

Study after study shows a strong and costly correlation between substance abuse and crime — one that creates a “revolving door” in the justice system. The majority of offenders have substance abuse problems, often directly related to the crime for which they are sentenced. Generally, they do not receive adequate substance abuse treatment while serving their sentence and, when they complete their sentence and are released, they return to their lives of drug use and crime and recidivate back through the justice system. This cycle continues if the offender’s drug problem is not addressed.

Supply reduction strategies, such as law enforcement, interdiction, building more jails and prisons, and enacting drug laws with stiffer penalties will not resolve the problem alone. Instead, the answer is in a **comprehensive approach** which also includes a strong emphasis on demand reduction through prevention and treatment strategies.

The substance abuse field utilizes a “Continuum of Services” to structure a comprehensive approach to drug problems. The continuum provides a categorization of services and programs according to the characteristics of the population to be served and the extent of their drug abuse problem. An effective strategy must encompass all components of the continuum and reflect a meaningful balance of prevention, treatment and justice services. In other words, we must attack the drug problem from both demand and supply perspectives.

As a resource for the Legislature’s 1999 Crime Reduction Task Force, the Utah Commission on Criminal and Juvenile Justice (CCJJ) created a “Proposed Continuum of Substance Abuse Programs and Services for Solving Utah’s Drug-Related Crime Problem.” For this purpose, CCJJ added the Justice System to the traditional prevention and treatment continuum in order to emphasize the critical role it can play not only in supply reduction, but in demand reduction among drug using offenders. It was CCJJ’s recommendation that the Task Forces utilize this framework in formulating its drug-related recommendations for Utah’s crime reduction plan.

The continuum depicts **3 Major Systems** - dealing with demand reduction, or the user’s desire or need for drugs, and supply reduction, or the availability of drugs in our communities: Prevention/Intervention - to precede and prevent the onset of drug use/abuse; Treatment - to habilitate or rehabilitate those individuals who become dependent upon drugs, and Justice - to protect the public and to sanction individuals who violate drug laws or who commit crimes under the influence of drugs or to support a drug habit.

There are also specific services and programs within each system which address the prevention or treatment of drug abuse and provide for effective ways of dealing with offenders with drug problems. The continuum also defines the characteristics of the populations that would be the target of the various services and programs within each system, and the process by which they are identified. Finally, the continuum includes examples of current resources and programs available to address the needs of Utah’s citizens. A more detailed explanation of the continuum components follows.

Prevention is the first line of defense against drug and alcohol-related crime. The tremendous costs of incarcerating so many alcohol and other drug-abusing offenders underscores the vital importance of developing, implementing and evaluating large scale prevention efforts that are designed for populations which are at risk for substance abuse and criminal activity.

Since most addicts begin using drugs while they are adolescents, developing effective drug prevention programs for children and teens and making our schools drug-free are key elements in any effort to reduce drug-related crime.

While most prevention programs target preschoolers, elementary-age children, and adolescents, substance abuse prevention is a lifetime pursuit, and prevention programs are needed throughout the life span. Successful prevention efforts build individual capability, community capacity, and societal will to resist and reduce substance abuse and its associated health, social, and economic consequences.

Within the “Services and Programs” section, **primary prevention** programs are those that target the general public or whole population groups who have not been identified as having individual risk, and the intervention is desirable for and is communicated or applied to everyone in that group. For example, widely implemented public education campaigns and K-12 school-based curricula fall in this category.

Targeted prevention programs target individuals or a subgroup of the population whose risk of developing substance disorders is significantly higher than average. Children of substance abusing parents and children who are economically disadvantaged or who have experienced chronic school failure are among those identified as having “high risk” for substance abuse. An example of targeted prevention is a Student Assistance Program that provides a support group for children of alcoholics.

Early Intervention programs focus on individuals identified as having detectable signs or symptoms of problems that are known to precede substance abuse. These programs are designed to stem the progression of substance abuse and related disorders and specifically address the individual’s risk factors and behaviors. An example of an early intervention program is the Risk Alternative - or RAP - Program, sometimes also called the Parent-Teen Alternative Program, which targets’ youth who have violated school policy regarding alcohol and other drugs, and are required to attend an after-school educational and skill building series of classes with their parents, which are intended to arrest their drug use before it becomes regular.

The **Treatment** portion of the continuum is perhaps where the justice system can play its most beneficial demand reduction role. Treatment services should be designed to meet the needs of the individual client, and are available in a variety of settings at various levels of intensity. The goal of treating addicted offenders is twofold: to return a productive individual, free of addictions, to society; and to reduce the expense to society of drug-related crime.

According to the Utah Department of Corrections, approximately 75-85% of offenders in Utah’s prisons have substance abuse problems either directly or indirectly related to the crime for which they were sentenced. In addition, it is estimated that up to 75% of offenders incarcerated in Utah’s county jails have substance abuse related problems, and as many as 50% of all admissions to treatment on a statewide basis are referrals from the justice system.

As resources become available to treat offenders, more and more studies are showing that when an offender receives treatment for their substance abuse problem — whether it is part of their sentence to incarceration, probation or parole, or as an intermediate or alternative sanction — treatment can effectively reduce both future drug abuse and crime — and the cost savings to the justice system and society as a whole are tremendous!

The criminal justice system has been shown to effectively influence individuals with drug problems to commit themselves to treatment. The Treatment Outcome Prospective Study (TOPS) and other studies have found that legal pressure tends to keep people in treatment for longer periods — *the longer a person stays in treatment, the lower the post-treatment criminal activity and relapse to drug use* — and that this coercion does not interfere with treatment goals. In the TOPS study, those compelled to enter treatment via the justice system did at least as well in treatment as those who sought treatment voluntarily.

The **Justice System** portion of the continuum is characterized by three major functions: public safety, offender accountability and treatment, which are provided by the law enforcement, the courts and corrections. In addition, three types of services or programs are identified: enforcement and interdiction, intervention, and treatment intensity.

The primary role of law enforcement programs is supply reduction, but it is important to note the overlap with demand reduction. For example, laws and enforcement measures ideally also provide a deterrent to drug use and drug-related crime that could be said to have a preventive impact. The Courts, Corrections, and Probation & Parole are the areas of the Justice System where considerable demand reduction efforts - specifically offender intervention treatment - can be emphasized.

More and more is being done within Utah's Justice System to break the drug-crime relationship. We are seeing an increased emphasis on collaboration between Utah's justice and treatment systems to address the needs of drug-involved offenders. But more resources are needed to make a meaningful and sustained impact.

We have a tremendous opportunity before us to impact drug abuse and drug-related crime. We currently have model prevention, treatment and enforcement programs in place in Utah. We know what works. If anything poses a barrier, it is insufficient resources to expand the model programs throughout the state.

**PROPOSED CONTINUUM OF SUBSTANCE ABUSE SERVICES FOR SOLVING UTAH'S
DRUG-RELATED CRIME PROBLEM**

Target Populations	Potential Justice Populations				Justice Populations		
Purpose/ Function	Prevention & Intervention		Treatment & Aftercare		Public Safety, Offender Accountability, and Treatment Law Enforcement / Probation / Intermediate Sanctions / Incarceration / Parole		
Services/ Programs	Primary Prevention	Targeted Prevention	Early Intervention	Treatment Intensity	Enforcement and Interdiction	Intervention	Treatment Intensity
Population Characteristics	Have Not Tried/ Experimented No Risk Factors	Experimented or Member of a High Risk Group	Using But Not Dependent or Addicted	Dependent or Addicted	Apprehended for Violation of Drug Law(s)	Using But Not Dependent or Addicted	Dependent or Addicted
Identification Process	Total Population	Profile/Screen Risk Factors	Screen	Assessment (ASI)	Arrest	Screen/Assessment ASI / PSI / LSI	
Corresponding Objective(s) in Utah Crime Reduction Plan	Objectives 2, 3, 4, 5 & 6	Objectives 3, 4, 5 & 6	Objectives 3, 4, 5 & 6	Objective 4	Objectives 1, 2, 3, 4, 5, 6 & 7	Objectives 3, 4 & 7	
Examples of Current Services/ Programs Available	<ul style="list-style-type: none"> •PK-12 Prevention Dimensions Curriculum and Teacher Training •Peer Leadership Programs •D.A.R.E. •Retailer Education •Community Education •Media Campaigns •Neighborhood Watch Programs 	<ul style="list-style-type: none"> •Student Assistance Programs •Peer Helpers Program •Cornerstone Counseling Center Living Skills Program 	<ul style="list-style-type: none"> •RAP - Risk Alternative Program •Neighborhood Housing Services - YouthWorks Program 	<ul style="list-style-type: none"> •General Outpatient •Intensive Outpatient •Day Treatment •Social Detox •Residential Treatment <ul style="list-style-type: none"> ❖Low Intensity ❖Medium Intensity ❖High Intensity •Residential Support •Transition/Aftercare 	<ul style="list-style-type: none"> •Controlled Substance Prescription Database •Multi-jurisdictional Drug Task Forces •Clandestine Lab Team •UHP DUI Squad •Cops in Shops •School Resource Officers •Seizure/Forfeiture •Checkpoints/Roadblocks •Underage Alcohol/ Tobacco Compliance Checks •Utah Law Enforcement Intelligence Network (ULEIN) •Enactment of/Amendments to Utah Drug Statutes •State-of-the-Art Alcohol/Drug Enforcement Equipment 	<ul style="list-style-type: none"> •Youth Corrections Detention Screening & Referral Pilot: <ul style="list-style-type: none"> ❖Weber Valley ❖Salt Lake Valley ❖Slate Canyon •DUI School •Day Reporting Centers •CIAO -Community Interventions for Abusing Offenders •Adult Drug Board Hearing •Juvenile Drug Board Hearing 	<ul style="list-style-type: none"> •Adult Drug Court •Juvenile Drug Court •Jail Diversion Programs •Prison Residential Treatment <ul style="list-style-type: none"> ❖Ex-Cell (Draper) ❖Con-Quest (Draper) ❖HOPE (Gunnison) •Jail Residential Treatment: <ul style="list-style-type: none"> ❖Davis County ❖Salt Lake County ❖Utah County

ADDITIONAL RESOURCES:

Rocky Mountain High Intensity Drug Trafficking Area (HIDTA)

Utah is a member of the Rocky Mountain HIDTA, headquartered in Denver, Colorado. This HIDTA is made up of three western states namely, Colorado, Utah, and Wyoming which have a combined land area of 286,823 square miles and population of 6,432,699. This region consists of many contrasts. Dominated by the Rocky Mountains, the region contains deserts, plains, canyons and numerous mountain ranges. Elevations range from 2,000 feet above sea level in the desert Southwest to over 14,000 among the highest peaks of the Rocky Mountains. The three largest cities within the region are Denver, Colorado Springs, and Salt Lake City. Over half of the total area within the HIDTA borders are publicly owned federal and state land.²

Within common borders these states share numerous transportation links that connect it with the rest of the nation. Seven interstate highways along with other federal, state, and county roads total approximately 21,667 miles. Two North-South interstates 15 and 25, in conjunction with interstates 70, 76, 80, and 90, which run East to West, form a link between the West coast and Southwest border areas of the United States, all of which are documented for being high drug trafficking areas.³

Air transportation is another avenue of importing drugs to Utah. The Salt Lake City Airport, ranked as the nation's 22nd busiest airport, registered 10,571,625 passengers traveling to or through in 1997 and 10,218,495 passengers in 1998.⁴ Passenger numbers are expected to increase as Delta Airlines and SkyWest Airlines, which are Salt Lake's two major airlines, continue with their plans for expansion. Utah is hosting the world during the 2002 Winter Olympic Games in February 2002. These Olympic games will cause a dramatic increase in passengers up to and through the games.

The predominant sources listed for drugs entering the area by vehicle are California, Texas, Arizona, New Mexico, and Mexico, with main cities listed as Los Angeles, San Francisco, El Paso, Phoenix, Tucson, and Las Vegas.⁵

Funding from the Rocky Mountain HIDTA has assisted Utah's law enforcement community through several projects. In most cases, HIDTA funding is working hand-in-hand with Byrne funding provided through CCJJ. The following projects received HIDTA funding during the 1999 grant year.

1. Utah Department of Public Safety - Clan Lab Response Unit - including 16 officers.
2. Washington County Drug Task Force - St. George Police Department - including 5 officers.
This task force also works in conjunction with the Southern Utah office of the DEA. This task

² 1999 Rocky Mountain HIDTA Threat Assessment. Executive Summary. Denver, CO.

³ 1999 Rocky Mountain HIDTA Threat Assessment. Executive Summary. Denver, CO.

⁴ Salt Lake City Airport, Salt Lake City, Utah. January 1999.

⁵ 1999 Rocky Mountain HIDTA Threat Assessment. Executive Summary. Denver, CO.

force was originally created with Byrne funding and receives an annual Byrne grant through CCJJ.

3. Weber/Morgan Drug Task Force - Ogden, Utah - including 12 officers. This task force has been able to secure overtime funding for officers through HIDTA and operational funding through a CCJJ Byrne grant.
4. DEA/Metro Drug Task Force - Salt Lake City, UT - including 35 officers. This task force is a unique combination of local law enforcement officers and federal DEA agents. Significant funding of this task force is received through a CCJJ Byrne grant.
5. Wasatch Front HIDTA Task Force - Salt Lake City, UT - including 21 officers. This task force is newly created multi-agency effort including federal FBI agents, Salt Lake County Sheriff's deputies, and investigators from the Salt Lake District Attorney's Office.
6. HIDTA funding has also been awarded to the Utah Department of Public Safety - Criminal Investigation Bureau to further develop the Utah Law Enforcement Information Network (ULEIN). This database is available to law enforcement agencies and officers throughout the state. The original ULEIN system was established through a CCJJ Byrne grant in the early 1990's.

UTAH'S STRATEGY IN RELATIONSHIP TO THE NATIONAL DRUG CONTROL STRATEGY:

The *1999 National Drug Control Strategy* identified goals and objectives in an effort to reduce illegal drug use and its consequences in America. The following narrative identifies the national goals in bold type, followed with a summary of Utah's efforts which address the identified issues through Byrne funding.

1) Educate and enable America's youth to reject illegal drugs as well as alcohol and tobacco.

- CCJJ designated by Governor Leavitt as the state administrative agency for grant programs administered by the Office of Justice Programs (OJP), coordinates the use of federal grant funds according to legislative intent. In keeping with this coordinated effort grant projects addressing the education of America's youth have been primarily funded through JJDP Title 2, Title 5, and Challenge grants.
- One Byrne grant will be funded addressing the needs of youth through the Division of Youth Corrections. Through this project juveniles are screened for risk factors such as substance abuse on their first admission to a juvenile detention center. Those who meet the high risk criteria are referred to community treatment options in an effort to prevent them from progressing further in the system.
- Under the direction of Governor Leavitt, Utah will focus the use of its tobacco settlement funds to reduce the rate of tobacco use and alcohol and other drug abuse 50% by the year 2010 among 1) youth, 2) adult and youth offenders, and 3) public assistance cash recipients.

2) Increase the safety of America's citizens by substantially reducing drug-related crime and violence.

- Byrne funding will be utilized as the primary source of funding for Utah's 16 multi-jurisdictional drug task forces. Utah law enforcement officials continue to indicate drug task forces are their number one priority with Byrne funding. This was reaffirmed during the summer of 1999

through CCJJ's crime reduction project as the number one response to surveys indicated drugs in communities was the number one problem among respondents.

- Utah is currently a partner with Colorado and Wyoming in the Rocky Mountain High Intensity Drug Trafficking Area (RMHIDTA). Approximately 30% of the RMHIDTA funds are awarded annually to Utah law enforcement agencies. Six agencies receive HIDTA funding including three task forces that are supported through Byrne. Through training opportunities sponsored by RMHIDTA other Utah agencies and task forces have benefitted from this federal funding.
- Byrne funding was used in the mid-'90's to create a money laundering task force with agents from the Utah Attorney General's Office and the Utah Department of Public Safety. This task force has the support and participation of most large state and federal criminal justice agencies and continues to experience success in their efforts.

3) Reduce health and social costs to the public of illegal drug use.

- Byrne funding will be used to help support and promote effective, efficient, and accessible drug treatment through partnerships with the Utah Division of Substance Abuse, Utah Department of Corrections, Utah Substance Abuse and Anti-Violence Coordinating Council (USAAV), and federal Residential Substance Abuse Treatment grant funds. Approximately \$1 million in Byrne funding will be utilized during the 2000 grant year for substance abuse treatment programs.
- All Utah State agencies are required to have and follow drug-free workplace programs. State agencies that apply for Byrne grants are required by CCJJ to have in place and follow a drug-free workplace policy.
- Through subgrants awarded in the substance abuse treatment area funds are provided to provide continuation training to professionals in this field. The Utah Division of Substance Abuse has been working to establish statewide standards for screening, testing, and treatment of substance abusing individuals. This goal has required additional training which is being paid for on an individual bases through Byrne grant funding.

4) Shield America's air, land, and sea frontiers from the drug threat.

- Utah will approach this goal through the efforts of several multi-jurisdictional drug task forces that have formed partnerships with federal agencies. As outlined in the problem statement of this strategy, Utah has a significant problem with drugs being imported and/or transported to other areas of the country on our major highways. The DEA/Metro drug task force is made up of state, local, and federal agents. Also funded in part by HIDTA, the Wasatch Front HIDTA Task force is made up of FBI agents, local law enforcement officers, and prosecutors from the Salt Lake District Attorney's Office.
- Utah's drug task forces to continue to have a significant impact detecting, disrupting, and seizing illegal drugs in transit to the U. S. through numerous pipeline cases on major highways. Also since Utah is a major producer of meth, with more than 200 meth labs being dismantled annually, the continued seizure and dismantling of meth labs aid in reducing the quantity of illegal drugs available on the streets.

5) Break foreign and domestic drug sources of supply.

- Through the persistent efforts of USAAV Utah's legislature passed several measures in the past two years to restrict and control access to large quantities of precursor chemicals used in the production of meth. These laws in conjunction with Byrne-funded task forces have

allowed law enforcement to seize and prosecute an increasing number of meth labs each (226 in 1999). These laws are having an impact as the number of meth labs seized during 1999 leveled off for the first time since meth labs appeared in Utah.

- Major drug organizations are the targets of the Wasatch Front HIDTA Task Force. This task force, which until 1999 was funded in part through a Byrne grant, has focused their efforts on Title 3 wiretaps and other high tech surveillance efforts to bring to justice those who control major drug operations in Utah.

C. Coordination Issues, Resource Needs and Gaps in Service

Advisory or Policy Board as a Vehicle for Coordination

The Commission on Criminal and Juvenile Justice (CCJJ): The 1983 Legislature created the Utah Commission on Criminal and Juvenile Justice (UCA 63-25-4 (1)-(9)). The Commission comprises 21 key criminal justice leaders from throughout the State charged to ensure broad philosophical agreement concerning the objectives of the criminal justice systems in Utah. It was created to provide a mechanism for coordinating the functions of the various branches and levels of government targeting criminal justice. *It is also charged to provide analysis, accountability, recommendations, and supervision for Federal criminal justice grant monies.*

As outlined within the body of this report CCJJ was involved in the largest planning effort to date with the criminal justice community and other associated state and local agencies. During the 1999 state legislative session House Bill 145 was passed tasking CCJJ with the state responsibility to develop, along with local agencies, a five-year crime reduction plan. Much of CCJJ's time and efforts this year was involved in this process including a day long "Crime Reduction Conference" held in St. George, Utah in September 1999. The conclusions, recommendations, and policy decisions that came from this year long process are included within this report and largely define the three year goals for Byrne funding outlined in this strategy.

The Utah Substance Abuse and Anti-Violence Coordinating Council (USAAV): USAAV is mandated to set priorities and make recommendations to the Governor and Legislature annually. The Council consists of a 23-member executive body and four committees: Judiciary, Justice, Prevention, and Treatment. This is a broad-based council with representatives from federal, state, and local levels. The mission of the USAAV Council is to provide a unified voice for the establishment of a comprehensive strategy to combat substance abuse, illegal drug activity, and violence.

The Justice Subcommittee members facilitate the planning, development, implementation, and evaluation of criminal justice services. They provide direction for more effective coordination and integration of services, and the efficient use of the resources available to Utah for eliminating substance abuse and illegal drug activity. Utah's "Open Meetings Law" requires that all government-sponsored meetings be open to the public, with announcements and agendas posted in advance.

State and Local Participation in Strategy Development

The Three Year Drug and Violent Crime Enforcement Control Plan and its accompanying annual updates are reviewed by the USAAV Criminal Justice Subcommittee members as well as the Commission on Criminal and Juvenile Justice *members*. In addition, input is obtained from the Utah Sheriff's Association, the Utah Chiefs of Police Association, and the Utah Legislature's Judiciary Interim Committee. Other state and local agencies that are providing data regarding the nature of the drug and violent crime problem in Utah include:

Utah Criminal Investigations Bureau (CIB), Department of Public Safety
Utah Division of Substance Abuse, Department of Human Services
Utah Department of Corrections
Utah State Office of Education
Highway Safety Office, Utah Department of Public Safety
Utah Court Administrator's Office

Federal Participation in Strategy Development

Efforts have been made to include the U.S. Attorney's Office with CCJJ to ensure that they have an opportunity to provide input into Utah's statewide strategy. Utah's U.S. Attorney has been designated in the statute as a non-voting member of CCJJ. The Law Enforcement Coordinating Committee staff position, which was vacant for almost two years, was filled in November of 1997. Contact has been made with the LECC and discussions have taken place requesting she be involved in the development of Utah's Byrne strategy.

Coordination Among Federally Funded Programs

Most of the Federal criminal justice grants provided by the Department of Justice are administered by CCJJ (Byrne; Local Law Enforcement Block Grant; Juvenile Justice and Delinquency Prevention; Victims of Crimes Act; Violence Against Women Act; Treatment for Offenders; Truth in Sentencing; Juvenile Accountability Block Grant and Violent Incarceration of Offenders) and coordination takes place internally, during monthly commission meetings, program managers coordination meetings, and during CCJJ's annual retreat.

Other state agencies responsible for administering various Federal grant programs are represented on the Utah Substance Abuse and Anti-Violence Coordinating Council. Funding information is requested and provided annually, and considered by USAAV as they develop funding and legislative recommendations for the Governor and Utah Legislature. Direct awards made by the Department of Justice to local units of government are provided if we submit a written request referencing the Freedom of Information Act, but rarely is the State Administering Agency provided with regular updates regarding grant awards (e.g., COPS programs). Since these funds do not overlap programs targeted by the Byrne funds, this has not been problematic to date.

Legislative and Executive Agency Review

House and Senate Judiciary Committee members were provided the 2000 allocation work plan with program descriptions during their annual legislative session. In addition, the committee chairs were provided with the Byrne state annual report so they can review the program accomplishments and impact on the problems identified in Utah's strategy.

Executive review again is accomplished by involving state administrators in identifying current drug and violent crime problems in the State and providing the Three-Year Strategy and annual updates for their review and approval. Documentation is included in this application regarding this review process.

RESOURCE NEEDS AND GAPS IN SERVICES

Prevention

Drug and violent crime prevention programs have long been promoted and funded with state funds, especially through the Office of Education. Between 1990-1993, Byrne funds were awarded in support of the D.A.R.E. program. Drug task force officers routinely make educational presentations in their communities regarding drug use and prevention efforts. In addition, Utah gang units continue to focus on community gang prevention efforts as they target gang crimes. In spite of these efforts, additional prevention funds are needed and have been requested through the Utah State Legislature by USAAV. More funds are needed to hire personnel to provide prevention training, especially in behalf of the youth. As outlined on the Continuum of Substance Abuse Services many programs to address prevention needs are available but in many cases the number of youth these programs can address is severely limited. Additional resources are always being pursued in this effort.

Great inroads were made with the Legislative Crime Reduction Task Force that met in interim meetings during the summer and fall of 1999, to indicate what resources are available, which programs have proven successful, and where scarce resources should be allocated.

Law Enforcement

A 1996 law enforcement survey identified drug abuse, youth and gang violence, and the need for training as priority issues facing the criminal justice system in Utah. With the hiring of additional law enforcement officers through the COPS programs, more emphasis has been placed on community oriented policing. However, the programs targeting the problems noted above continue to require Byrne funds to enhance ongoing efforts at the state and local levels.

A major emphasis of Utah's strategy is the continued funding of **multi-jurisdictional drug task forces** targeting street, mid-level, and major drug offenders. This approach assists law enforcement and prosecution agencies as they develop successful cases against drug offenders. Coordination between agencies and use of special equipment is essential for the unique, time-consuming investigations often required.

Personnel is the most acute need for the task forces, particularly in the rural areas. Not only are these agencies understaffed, the resident officers are well-known and therefore cannot be used as undercover agents. Basic and advanced training of these officers in investigation principles and techniques is considered to be an important component of the task force efforts. In order to be effective in drug enforcement, confidential funds must be available to purchase drugs, services, and/or information. Funding is also needed for travel, equipment, supplies, and operating expenses. HIDTA funding in Utah for the past three years has greatly assisted some of our task forces by providing funds for overtime investigations, and training. Not all drug task forces have had access to HIDTA funds due to limitations on its distribution only to counties that have been designated high intensity drug trafficking areas.

Targeting **gang-related and youth crimes** linked particularly to violent crime has become a priority in Utah, both in urban and rural areas. Though Utah has witnessed a reduction in gang related crimes, we are aware of their continued activities within the state. Through JJDP

funding programs are being established which allow school districts and law enforcement to partner in such efforts as SHOCAP and mentoring. During the Crime Reduction Conference most Chiefs of Police and Sheriff's expressed a need for additional funding to hire and place school resource officers in their local schools. Indications show that these resource officers have the greatest impact on juveniles particularly in the elementary level but increasingly in middle and high schools.

Adjudication

In November 1995 the nation's first **Juvenile Drug Court** began operation in Utah's Third Judicial District. The program provides an expedited court process, diversion to appropriate drug and alcohol services, case management tracking services, and frequent judicial reviews. Those eligible for the program include a "front end" population engaged in misdemeanor violations of drug laws and second time possession of alcohol.

Drug courts offer a cost-effective option to satisfy demands for punishment, public safety, and treatment needs. Funds for personnel, training, supplies, and leasing equipment are needed in order to continue the juvenile drug court program. Byrne funding for drug courts will increase in the coming years as adult drug courts take center stage. Several counties in Utah have created their own adult drug courts and their success has been admirable. While Byrne funds have not been utilized in the *adult* drug court area these courts have proven themselves and now lawmakers are requesting them for their jurisdictions. One of the primary findings during the Legislative Crime Reduction Task Force meetings in 1999 was the cost effectiveness and success rate of drug courts in reducing recidivism. Even Governor Leavitt has been calling for increased funding of drug courts in order to implement them statewide.

Corrections and Treatment

With adult and youth populations increasing in Utah, crime rates in both categories have also increased. With the increased number of law enforcement officers hired through the COPS programs, jails and prison populations have increased significantly.

Jail diversion programs (community service projects and electronic monitoring) have been established to assist in reducing overcrowding in jails. Funding for personnel, training, supplies, and leasing equipment is needed in support of jail diversion programs. Other programs which target jail and prison overcrowding include intensive supervision programs for youth utilizing electronic monitoring; day/night reporting centers for adults and juveniles; treatment for offender's programs intended to reduce recidivism; and sex offender treatment.

As outlined in the body of this report Utah's Department of Corrections houses a population of substance abusers (approximately 80% have substance abuse problems). Due to the need for constructing additional facilities to meet the increase in Utah's prison population treatment programs have not been funded consistently. While funding through Byrne, RSAT, and the state Division of Substance Abuse is being utilized within the corrections community, many more resources are needed to help those that could overcome their addictions and become productive members of society.

Byrne funds are also being used for a screening and assessment program within the Division of Youth Corrections, however, this is a pilot program with limited resources and therefore only

a small percentage of juveniles have access to its programs. Serious attempts are being made to identify those youth who are at a high risk of progressing beyond the juvenile correctional system into the adult system. The wise and prudent utilization of services and options at the juvenile level will ultimately conserve resources that will otherwise be needed in the adult system in later years. Additional resources are needed at the juvenile level.

Information Systems and Technological Improvements

The focus of the criminal justice information system plan is to ensure that it is accurate, complete, timely and secure. To accomplish this task, a plan for record improvement was developed, submitted, and approved by both the Bureau of Justice Assistance and CCJJ.

In 1996, the major emphasis was on improving the collection *process* as well as researching dispositions. The research during this time frame was expanded beyond felony and possible felony dispositions to include other specific categories of crimes such as domestic violence and crimes against children. The Criminal Justice Records Improvement Task Force decided that improvement in the collection methods, and upgrades in technology and increases in training, would assist Utah in achieving high sustainable reporting rates for future dispositions.

While much of the time and money has been allocated to process improvements, Utah also allotted substantial resources to research missing dispositions. A close examination of this data resulted in an improved disposition reporting rate for 1989 through 1994 and, as an added benefit, provided insight into new system improvements. As a result Utah has seen an improvement in the reporting of felony, possible felony, domestic violence and child abuse dispositions.

In order to ensure more accurate **criminal history records**, funding will be provided for equipment, training, personnel, and contractual services used to 1) speed the identification of suspects; 2) increase the number of law enforcement agencies participating in the National Incident Based Reporting System; 3) regularly obtain prosecutor declination; 4) improve the process to obtain court dispositions with the current Offense Tracking Number; 5) produce a complete criminal justice data dictionary; and 6) improve the disposition reporting rate of old criminal history data.

One of the major areas of concern identified by the crime reduction plan process was a greater need for technology in the criminal justice arena. Computers now provide opportunities for the sharing of data and resources that were not available even ten years ago. Law enforcement agencies are acting with great haste to implement technology programs such as laptop computers in patrol cars, in car video cameras, criminal history files and databases available on a computer via a cellular modem connection; 800 MHz, and a host of other initiatives. These are costly but time saving in the long run. In response to many request CCJJ is increasing its commitment to technology initiatives by 5% during the 2000 grant year.

D.
Priority Issues
and Program Responses

Priority #1 - Disrupt Illicit Drugs in Utah

Disruption of Utah's illicit drug trade continues to be the highest priority for Utah's Byrne Grant funding. This year's strategy update includes continued support for Utah's sixteen Multi-jurisdictional Drug Task Forces. Two counties merged their drug task force and gang unit together forming a single grant program targeting drug and gang crimes. Based on the success documented by these two combined units CCJJ will continue to encourage other communities with Byrne funded drug and gang units to merge their operations.

YEAR IN REVIEW

Multi-jurisdictional Drug Task Forces

As with other states across the country, Utah continues to see the manufacture and distribution of illicit drugs throughout its borders. Law enforcement officers and agencies throughout Utah continue to endorse the efforts of Multi-jurisdictional Drug Task Forces and view them as the most appropriate and effective response to the illicit drug problem. Multi-jurisdictional Drug Task Forces have been funded in Utah since 1988 and they continue to be ranked the highest priority for funding with Utah's Byrne grant.

During the past year 16 multi-jurisdictional drug task forces covering twenty-six of Utah's twenty-nine counties were funded through Byrne. Task forces had very positive results in targeting narcotics trafficking at the street level through the use of informants, Tip-a-cop lines, surveillance, trash covers, and knock-and-talks strategies. Though 1998-1999 arrests were up 8.5% from the 1997-1998 grant year (2,390 vs. 2,035) drug removals by task force officers decreased. During '97-98 officers removed 3,274 kg of Cannabis while last year 156 kg were removed. Likewise during '96-97 only 22.65 kg of Amphetamines were removed. In '97-98 the number grew to 152.69 kg. While this year the number nearly doubled to 295 kg. Seizures generated by task forces during the year included the following: 249 weapons, 286 vehicles, 2 properties, and \$445,421 in currency.

Utah faces significant challenges in the area of methamphetamine production, and pipe-line cases. Utah has been included among the top three states in terms of numbers of methamphetamine labs seized. According to the Salt Lake City DEA office over 240 meth labs were discovered and dismantled during the '98-99 grant year. This number reflects a 100% increase over the number of meth labs last year.

Three years ago Utah entered into an historic partnership with Colorado and Wyoming becoming the first non-border states to receive High Intensity Drug Trafficking Area (HIDTA) funds. These funds have enhanced Byrne funding for task forces by providing much needed training in meth lab cleanup as well as overtime funds for officers given such assignments. All Utah task forces have made efforts to provide training and certification to personnel in lab cleanup and safety procedures.

Due to Interstates 15, 70, 80 and 84 which run through Utah, we continue to develop major pipeline cases. Drugs being transported from the Southwest to Midwest and Eastern locations, as well as money being transported back to the Southwest, are routinely discovered and investigated. During the past year task forces were involved in large individual seizures

including 795,684 dosage units of pseudoephedrine and 76,992 dosage units of ephedrine, both precursors for the manufacturing of methamphetamine.

Last year the ground work was laid for three additional task forces to come online. As the task forces that cover large geographical areas come under pressure to more effectively serve smaller communities, independent task forces are being established in Emery and Box Elder Counties. Juab County, a county without a task force, came on line with a Byrne funded task force July 1999.

2000 FUNDING

Drug Task Forces

Continuation funding (Program purpose #2 - \$1,950,000)

Utah fully intends to continue support for drug task forces in the 2000 funding cycle. As outlined on Attachment A, Utah's planning committee (including the Chiefs of Police and Sheriff's Associations) allocated \$1,950,000 to Drug Task Forces which represents 43% of Utah's total 2000 allocation. Due to the continued level of support for drug task forces no significant changes are being proposed in this area and funding will continue at the level outlined.

Allocation: \$1,950,000

Priority #2 - Disrupt Gang-Related Criminal Activities

Gangs and their associated violence continue to plague Utah and its communities. With only one exception we are making no significant changes to this priority as originally outlined in our 1997-1999 strategy. As mentioned in priority #1, two of our gang units merged their activities and officers with drug task forces in an effort to create a unit that uses a multi-faceted approach to dealing with problems of violence and crime.

YEAR IN REVIEW

Gang enforcement projects continued to play an important role in Utah during the past year not only in suppression of gang related crimes but also in providing community education programs. Utah's five Byrne funded gang projects reported a variety of statistics relating to gang activities and suppression efforts including:

- 4,446 Number of documented gang members,
- 6,411 Gang related offenses, (7,130 reported state-wide by all reporting agencies)
- 147 Drive-by shootings, (194 reported state-wide by all reporting agencies) and
- 5 Gang related homicides.

We are pleased to report that these statistics are significantly lower than those reported last year where Utah witnessed 10 gang related homicides.

While suppression efforts continue to be the primary focus of gang projects around the state,

significant resources are also being used in the area of gang awareness presentations with community groups, schools and churches. According to officers and gang coordinators these presentations have helped tremendously in educating kids and parents about the dangers of gang activities, clothing that might indicate association with gangs, attitude and behavioral changes indicative of gang involved youth and other key indicators.

Gang Conferences have become another tool in raising awareness about gangs and their activities. During the past year the Salt Lake Area Gang Project hosted their 9th Annual Gang Conference, providing training to 850 professionals during daytime sessions.

During the 1998 grant year the need for numerous local gang conferences sponsored by Byrne funded gang projects around the state was closely examined. CCJJ found that much of the information being shared at these conferences was not unique or different than that presented at the Salt Lake Area Gang Conference. Since the Salt Lake Area Gang Conference is one of the premier gang conferences in the Western United States involving hundreds of attendees, grant funded gang projects were encouraged to merge their efforts with those in Salt Lake and assist in hosting one major Utah conference per year. The need to have local conferences has just not proved to be cost effective. The Cache county and Utah county Gang Units have both decided not to host separate gang conferences in the coming year. This consolidation will allow limited grant resources to be utilized in other suppression activities.

2000 FUNDING

Area Gang Units

Continuation (Program purpose #24 - \$400,000)

As noted in priority #1, there has been a movement in Utah for drug task forces to combine efforts with local gang projects. Two of Utah's gang projects will receive 2000 continuation funding in this category, while two gang projects (Utah County and Cache County) will be included in the application for funds under the Drug Task Force category.

Funding is lower this year due to not funding a gang unit in Vernal Utah. The officers and leaders of the Vernal Gang Unit performed a great deed by educating the community and local law enforcement to recognize and understand gang activity. With lower gang activity in this community it became difficult to justify funding the Vernal Gang Unit. Should gang activity increase future funding will be addressed at that time.

Priority #3 - Reduce Overcrowded Jail Facilities and Disrupt Rise in Adult Crime

Jail Diversion programs in Utah have been very successful with broad support from law enforcement, particularly in jurisdictions where jails face the challenges of overcrowding. Utah's programs have been highlighted in the media on several occasions and feedback from citizens within those communities have been positive. In the 2000 strategy continuation funding is provided for one jail diversion program. Continuation funding will also be provided to build an additional modular building at the Utah State Prison to provide staff and classroom space for the expansion of inmate education and treatment.

YEAR IN REVIEW

Jail Diversion Programs

Since the 1995 Byrne funding cycle, four jail diversion programs were established in the counties of Salt Lake, Weber, Utah, and Cache. All of these counties have reached their 48 month limit except Cache County. The primary focus of the diversion program in Cache County is to alleviate the overcrowding of the jail on weekends. Offenders sentenced to these programs generally have jobs that require them to work during weekdays. In an effort to allow these offenders to continue their employment, judges sentence them to serve their time on weekends. During the past year this diversion program provided 1,020 hours of service to the community. Diversion programs begun in the other counties have continued after their Byrne funded ended.

Modular Program/Treatment/Education Space

The modular building took longer than anticipated to construct and finalize for occupancy due to processes necessary to gain departmental approvals and changes to the program as originally outlined. This grant project began on July 1, 1998, however, the building was not released to Corrections' staff for use until June 28, 1999. Administrators within the Department of Corrections have been enthusiastic about addition treatment space and have won approval from CCJJ to continue building additional facilities over the next two years.

2000 FUNDING

Jail Diversion Projects

Continuation - (Program Purpose 20 - \$25,000)

One Jail Diversion program will receive continuation funding from the 2000 Byrne allocation - Cache County. This county has experienced great success with the program and local funding will be provided to continue supplementing this effort. This program has proven to be very effective in freeing jail beds, thus helping to alleviate overcrowding at jail facilities. They have also been very well received by the public at large as well as the media, who have written several positive stories outlining the benefits provided by such programs.

Modular Program/Treatment/Education Space

Continuation Funding (Program purpose #11 - \$95,000)

Though originally the modular program was outlined to be a one year commitment, Corrections officials have re-evaluated the need for additional treatment and education space within the prison system as a whole. During the 2000 allocation process continuation funding was sought and awarded based on additional need and a desire by Corrections officials to provide a greater number of treatment options to inmates. Additional funding will be used over the next three years to build and locate modular buildings at the Department of Correction's Wasatch and Oquirrh facilities. These buildings when complete will allow Corrections to provide treatment/education services to approximately 90 additional inmates per week per building.

Priority #4 - Reduce Overcrowded Juvenile Correctional Facilities and Disrupt Rise in Juvenile Crime

Funding will continue largely unchanged in this priority area. The Juvenile Drug Court will continue to receive Byrne funding in the 2000 grant year which will be their final year of eligibility. Drug courts have gained many supporters within Utah and we are now seeing efforts to expand drug courts statewide. The newly created Juvenile Screening and Referral grant will have its second year of funding.

YEAR IN REVIEW

Juvenile Drug Court

The juvenile drug court concept is designed to interrupt the cycle of drug use, crime, and the revolving door it creates in our justice system. Drug courts save the system money and free up valuable jail space for violent offenders. Utah's juvenile drug court program is designed as an alternative to minimum-mandatory penalties for first time drug offenders in exchange for their participation in substance abuse education and/or rehabilitation.

Byrne funding has allowed Utah's Juvenile Drug Court to hire additional probation officers thus increasing the number of youth the program can accommodate. During the last year of Byrne funding 90 new cases were accepted, 63 participants graduated, and 7 failed due to chronic non-compliance. The most impressive outcome of this program thus far has been an overall recidivism rate of 28%.

Juvenile Screening and Referral Program

The overall intent of the Screening and Referral Project is to demonstrate the ability of an early screening process to deter further crime by identifying and obtaining, through collaboration and the sharing of assessment information, more timely alcohol/other drug abuse and mental health treatment interventions for high risk delinquent youths just entering the juvenile justice system.

Once screening has been conducted and interpreted, a packet of assessment information is assembled on each youth. Assessment finds and treatment/placement recommendations are disseminated, on a case by case basis, to key probation and human service agency workers. These agencies include the State Juvenile Court, Division of Youth Corrections, Division of Children and Family Services, community mental health programs, community substance abuse programs and parents.

After some initial delay in negotiating the conditions of this grant program funds were awarded mid-way through the 1998 grant year. As with most new grant programs, the first year of operations focused on selecting testings/screening instruments, selecting and training appropriate staff to conduct the testing, establishing data tracking and reporting protocols, and beginning the process of establishing contacts within and coordination among the various human services agencies involved. The 1999 grant year will provide our first look at statistics and how well this programs serves the juvenile population.

2000 FUNDING

Juvenile Drug Court

Continuation funding - (Program purpose #10 - \$75,000)

The Juvenile Drug Court will be moving into their 4th year of funding during the 2000 Byrne cycle. Moving forward with a solid commitment of funding for four years has allowed the Juvenile Courts to consistently increase the number of youth served by the Court. With a recidivism rate of only 28% there is little doubt that this program will be fully utilized and expanded to other jurisdictions within the state. As noted in the evaluation section, this program is currently being evaluated by the University of Utah Social Research Institute.

Juvenile Substance Abuse Screening and Referral

Continuation funding - (Program purpose #13 - \$110,000)

The Juvenile Substance Abuse Screening program will enter its third year of funding through the Byrne grant with the 2000 allocation. Though it took significant time to get this program going due to technical issues with the grant, the selection of screening tools and the training of staff to implement the program great results are expected as first time offenders are referred to treatment programs to address their substance abuse problems before they progress further into the juvenile system.

Priority #5 - Reduce Recidivism by Drug Offenders Currently in the Utah Criminal Justice System

The challenges facing Utah's criminal justice system in the area of substance abuse continue to escalate. The high correlation between drug use and crime coupled with Utah's increased emphasis on drug law enforcement has created a tremendous strain on Utah's adult and juvenile institutions as well as the courts. The 2000 strategy update will provide continuation funds for three current and one additional Substance Abuse treatment programs within the Utah Department of Corrections. The Ex-cell Residential Treatment Program at the State Prison has reached its 48 month limitation and therefore funding for this program is being discontinued.

YEAR IN REVIEW

Residential Treatment for Offenders Program

Of the approximately 4,900 inmates incarcerated in the State Prison System, approximately 75% -80% have a history of substance abuse problems. If inmates are released into the community prior to receiving the substance abuse treatment they need, they will likely violate their parole and be returned to prison. Research shows that 80% of Utah's parolees return to prison within three years of their parole. Of those returned, 64% are for violations of conditions of supervision, not for committing new crimes. At least one-third of the parole violators are returned to prison for substance abuse problems. Unfortunately, community-based intensive drug treatment is extremely limited for offenders, often with long waiting lists.

In 1995 Byrne funding was used to establish an all male 36 bed residential substance abuse treatment program at the Draper site of the Utah State Prison called "Ex-Cell". This program allows inmates to be housed together largely isolated from the general prison population enabling them to form a therapeutic community.

During the past year the Ex-Cell Residential Substance Abuse Treatment Program had forty-one inmates complete the program successfully with fourteen being paroled to the community. Thirteen inmates were successfully participating in the program when removed for reasons other than programmatic. The program is currently operating at capacity with thirty-six inmates being housed and receiving treatment.

On July 1, 1998 funding was awarded to the Gunnison Site of the Utah State prison system to create an identical Residential Treatment Program. With the experience of establishing a similar program at the Draper site, Gunnison has been established a 64 bed residential treatment program called "HOPE" (Helping Offenders Parole Effectively). During the past grant year 101 offenders entered the HOPE program. Of those, 64 are current residents, 24 paroled, and 13 were transferred from the program for non-compliance and safety issues. As of August 1999 only one of the 24 HOPE graduates had been returned to prison for a parole violation. To date the average length of stay has been 7.6 months.

Substance Abuse and Aftercare

This program was designed by the Department of Corrections to provide two additional substance abuse workers in treatment programs for incarcerated offenders and to assist inmates in their transition into community release. Statistics indicate that approximately 60% of parolees returned to prison on technical violations are returned for substance abuse problems. This program was created to ensure parolees a smooth transition from treatment programs within the prison system to treatment programs in local communities.

The original funding for this program was provided in the 1998 cycle. Unfortunately due to law unemployment and low pay, Corrections has had significant challenges hiring individuals with sufficient profession credentials to fully implement this program. As of this writing two positions have been filled and services are being provided to 160 inmates through group therapy and individual sessions.

Non-Residential Substance Abuse Treatment

Substance abuse among offenders is a major contributor to criminal involvement. Approximately 75% - 80% of offenders incarcerated in Utah have a history of substance abuse problems. Just as significantly as those incarcerated, offenders under community supervision have similar substance abuse problems which is a major contributing factor to failure once released. Approximately 60% of offenders being returned to prison are returned for technical violations, usually related to substance abuse. Substance abuse therapists indicate that relapse for substance abusers should be an expected part of the offenders road to recovery.

Attempts to address this problem in the past included referring offenders experiencing relapse problems to community outpatient programs, inpatient treatment facilities, Community Correctional Centers (CCC) and, as a last resort, initiating revocation procedures. Unfortunately the demand for such treatment has outpaced the funding to provide it resulting in an increase in the rate of revocations.

Several factors contribute to this need of pursuing revocation at an increasingly higher rate: a) Currently, CCC's no longer have the bed space to accommodate offenders facing revocation because they are being filled by parolees ordered their by the Board of Pardons and Parole upon their release from prison; b) Due to recent funding decreases Corrections has been forced to reduce the amount of private provider contracts for substance abuse counseling and treatment; c) Offenders have numerous essential financial obligations such as restitution payments to victims, supervision fees, etc. The vast majority of offenders do not have the financial means to pay for treatment on their own, especially at a residential facility. This situation creates a "catch 22" in that Corrections cannot provide a treatment program and the offender cannot afford one, leaving revocation as the only alternative.

2000 FUNDING

Residential Treatment for Offenders Program (Gunnison & Ex-Cell for Woman)

Continuation funding - (Program Purpose #13 - \$218,000)

Substance abuse treatment continues to be an area of great concern within Utah. With an inmate population growing at a consistent rate of approximately 500 inmates per year the need for additional substance abuse treatment is critical. In August of 1997 a new Executive Director was appointed to head Utah's Department of Corrections. Under this new leadership Utah has seen a progressive movement away from a "para-military" philosophy to a more treatment oriented environment. A two-track system has been initiated that divides prisoners into one of two groups; those willing to accept responsibility for their actions, and those not willing. Those who won't accept responsibility will be managed humanely, but investment in their futures will be minimal. Those who are judged to be "salvageable" will receive programming to help get their lives in order prior to release. Among the programming being made available is substance abuse treatment. As a consequence several new substance abuse treatment initiatives will be funded in the 2000 Byrne strategy.

Do to the success of the Excel program at the Draper site, this program is being duplicated in the rural setting of Gunnison as well as for woman at Draper. Both of these programs will continue with the same goals and objectives outlined in the 1997 - 1999 strategy.

Non-Residential Substance Abuse Treatment (CIAO)

Continuation funding - (Program purpose #13 - \$366,000)

CIAO, (Collaborative Intervention for Abusing Offenders) is a program being funded in partnership with the Utah Division of Substance Abuse (DSA). Through this funding treatment slots for approximately 300 - 500 offenders are being made available by Utah's local substance abuse authorities. Offenders who are transitioning from to the community from a residential treatment program will be given priority for these slots. Also offenders on probation or parole will have access to these treatment slots if they have relapse problems that threaten to send them back to prison. The 1999 grant year is the first year this program will be actively running. We look for very positive success rates from this program which will be tracked by DSA.

Substance Abuse and Aftercare

Continuation funding - (Program purpose #13 - \$71,000)

Continuation funds will be provided in support of the transition grant program. This program has evolved to play a critical role in the overall substance abuse treatment program within the Department of Corrections. Due to uncertainty in parole hearings and parole dates, inmates assigned to residential treatment program sometimes graduate prior to reaching their parole date. This transition program was designed to provide group therapy and continuing support to inmates who are released back to the general prison population. This support is provided until inmates are paroled at which time they would be admitted to the CIAO program which oversees aftercare services in the community.

Priority #6 - Programming for the Mentally Challenged

ASEND (Adaptive Services for Environmentally Needs Development) Abstract ***Addition of New Program - (Program purpose #11 \$98,000)***

Problem Statement

Due to policy decisions made several decades ago to de-institutionalize individuals that were mentally unstable, the Department of Corrections (UDC) has experienced an increase in the number of mentally challenged individuals sentenced to prison for crimes they have committed. These seriously challenged inmates become a significant safety concern since they can be victimized or taken advantaged of more easily than the general inmate population. It is estimated that within the Draper Correctional Facility there are approximately 300 inmates that fit this general description.

Program Description

UDC is in the beginning stages of developing programming for mentally challenged and learning disabled offenders within the prison system. Additional resources being sought through Byrne funding will allow UDC to (1) conduct a survey and testing to accurately determine the number of mentally challenged adults housed in the prison system, and (2) to provide staffing and administrative costs to begin programming options for mentally challenged and learning disabled adults.

Programming being considered under the ASEND grant would include the following:

1. A habilitative plan for each participant
2. Educational programming
3. Cognitive skills
4. Employment/job readiness skills
5. Modified behavior privilege
6. Coordinated services with other specialized treatment areas
7. Recreation and physical activities
8. Aftercare services in the community

Program Goals, Objectives, Activities and Performance Measures (PM):

Goal: To expand and develop the ASEND program for mentally challenged and learning disabled inmates at the Draper site of the Utah State Prison.

Objective 1: Within the first 12 months of the grant period screening will take place to

determine the actual number of offenders who are mentally challenged.

- Activities:
- A. Conduct a review of educational records to identify inmates at the Draper Prison who may be mentally challenged.
 - B. Conduct a survey among therapists, caseworkers, and unit management staff to determine which inmates they think may be mentally challenged.
 - C. Interview inmates who were identified through the review of files and educational records.
 - D. Test inmates identified through the review process to be mentally challenged. Testing will include a WAIS-III, Wechsler, and Adaptive Behavior Measures. Testing is to utilize all three instruments so that offenders are qualified for community-based services prior to release.

Performance Measures: Within the first 12 months of the testing period offenders at the Draper Prison who are mentally challenged will be identified and tested with the three tests outlined above.

Objective #2: Operationalize a program at the Draper Prison to deliver services relative to an inmate's disability.

- Activities:
- A. Offenders who are identified as qualifying for the ASEND program will be provided a safe living area separate from the general inmate population.
 - B. Provide training to staff assigned to the ASEND unit relative to working with the targeted population.
 - C. Screen inmates appropriate for the program and begin operation of the program.
 - D. Complete a written habilitative plan on each inmate accepted into the program within 30 days of their arrival.
 - E. Teach life skills classes relative to the level of functioning of offenders in the program.
 - F. Coordinate educational programs with the local School District personnel. Provide either educational or employment training for each inmate assigned to the ASEND program.
 - G. Coordinate services for program inmates who are sex offenders, drug and alcohol offenders, or mentally ill offenders with other appropriate treatment programs in the correctional system.
 - H. Monitor and reinforce positive offender behavior utilizing a behavior privilege matrix.
 - I. Provide daily recreational activities.
 - J. Provide release and aftercare services depending on staff resources.
 - K. Provide a housing unit that is safe for mentally challenged inmates.

Performance Measures:

- 1. Inmates assigned to the program will participate in life skills classes, educational and job training programming in accordance with their Management Action Plan (MAP) and written habilitative plan.
- 2. Inmates assigned to the program who are sex offenders, drug and alcohol offenders, or mentally ill offenders will have services coordinated with other appropriate treatment programs within the prison system.

3. Release of program inmates will be coordinated with appropriate local community resources.
4. Recidivism for program graduates will be lowered by 20% compared to Utah's recidivism rate for the general prison population.

Priority #7 - Improve Utah's Criminal Justice Information Systems (CJRI Plan)

Criminal History Record Improvement Plan - Byrne 5% *(Program Priority #15-B \$345,861)*

The improvement process continues for the Utah Computerized Criminal History System (UCCH). During the last year we focused on improving the collection *process* as well as researching dispositions. The research during this time frame was expanded beyond felony and possible felony dispositions to include other specific categories of crimes such as domestic violence and crimes against children, etc. The Criminal Justice Records Improvement Task Force decided that improvements in the collection methods, upgrades in technology and increases in training, would assist Utah in achieving high sustainable reporting rates for future dispositions.

While much of the time and money has been allocated to process improvements, Utah also allotted substantial resources to research missing dispositions. A close examination of this data resulted in an improved disposition reporting rate for 1989 through today and, as an added benefit, provided insight into new system improvements. As a result Utah has seen an improvement in the reporting of felony, possible felony, domestic violence and child abuse dispositions.

In general, Utah's objective remains unchanged. That is, to produce a criminal justice information system that is accurate, complete, timely and secure. To accomplish this task, a plan for record improvement was developed, submitted, and approved by both the Bureau of Justice Assistance and CCJJ. Included in this plan were the following goals and objectives:

Goals

- Improve the quality and completeness of the Criminal History File
- Allow for efficient voice and data communications between agencies
- Improve fingerprinting technology and statewide identification processes
- Facilitate local agency data sharing
- Include state and local law enforcement in the National Incident Based Reporting System (NIBRS)
- Provide data statewide to aid law enforcement in their crime fighting efforts

Objectives

- Research and update missing dispositions.
- Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.
- Improve the ability to track dispositions, current legal status and custodial history.
- Provide direct access to criminal history data by court and field law enforcement personnel.

- Produce a comprehensive data dictionary to be used for all future criminal justice information system designers.
- Complete a comprehensive data quality audit.
- Create an integrated system for prosecutor case management.
- Electronically transmit criminal history arrest information from local law enforcement agencies to the state repository.
- Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.
- Assist law enforcement in converting to the NIBRS
- Assess and improve the quality of NIBRS data being reported to the State
- COMSTAT Pilot Project
- Provide mapping technology to local law enforcement agencies
- Help implement 800 MHz Land Mobile Communications
- Implement a Criminal Justice Data Warehouse
- Provide connectivity between law enforcement agencies record management systems (RMS)
- Upgrade network hardware and software to implement NCIC 2000

PROJECT 1: Statewide Implementation of NIBRS

GOAL: Include state and local law enforcement in the National Incident Based Reporting System (NIBRS)

OBJECTIVE: Assist law enforcement in converting to the NIBRS

COST: \$70,000

Although summary data on criminal events will provide the necessary information for uniform crime reporting purposes, it does not capture and make available much of the valuable incident based information that is generated. The FBI has adopted NIBRS as the standard and is encouraging state and local law enforcement to do the same. We are in the process of completing grant applications with Salt Lake County, and Orem City. With the addition of Salt Lake City, Utah will have most of the largest cities in Utah reporting NIBRS. It is perceived that this will be the last request for funding, and includes a request for Bountiful, the last jurisdiction with population over 30,000.

IMPLEMENTATION PLAN:

Local law enforcement agencies will continue to update their information systems to NIBRS compliant systems. Also, computer servers and laptops will be purchased for state and local law enforcement agencies to utilize Cellular Digital Packet Data (CDPD) technology. By implementing NIBRS systems with CDPD technology and mobile computers, officers are able to more efficiently gather and update information, and have faster access to local, state and national criminal justice databases.

PROJECT 2: Justice Court Automation

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Provide direct access to criminal history data by court personnel.

Complete a plan to automate Utah's 129 Justice Courts, Automate two larger Justice Courts

COST(1): \$ 51,000 Byrne
COST(2): \$1,500,000 Future State funding
COST(3): \$ 250,000 Future State funding

The current court system does not provide access to the criminal history file for justice court judges or justice court clerks. Often the data is transferred from BCI and loaded into the criminal history file before problems with data quality are found. Lack of interaction between the justice court system and the criminal history file produces omissions and errors in both files. Currently, local justice courts are not connected to the State Court's computer system nor have access to the State's Criminal Justice databases.

IMPLEMENTATION PLAN(1):

Develop a plan for the Utah Justice Court to standardize reporting of criminal history, driver's license, warrants and financial information.

IMPLEMENTATION PLAN(2):

Integrate the existing criminal history file with the justice court's case management system. This can be accomplished through the purchase of a communications gateway from each court to the state's criminal history repository. Also, a plan for providing Wide Area Network (WAN) access to local Justice Courts. This will allow Justice Courts to access and update criminal justice databases.

The development and completion of this plan will ensure accurate and complete disposition reporting from Utah's Justice Courts to the state criminal history file, statewide warrants system and driver's license systems.

IMPLEMENTATION PLAN(3):

Use technology extract data from 5-10 of the Justice Courts. Combine this data and make it available over the INTERNET for use by the criminal justice system.

PROJECT 3: Improve Fingerprinting Technology

GOAL: Improve fingerprinting technology and statewide identification processes

OBJECTIVE: Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.

COST: \$165,000 SIS Grant

Since the late 1980s the Department of Public Safety has been engaged in the development of the Western Area Identification Network (WIN). This cooperative project has enabled Utah along with California, Idaho, Washington, Oregon, Montana, and Nevada to purchase an Automated Fingerprint Identification System (AFIS). With the use of this technology, Utah has greatly improved its ability to identify and track criminals.

The first characteristic of a useful AFIS system is the ability of Law Enforcement to use this technology to identify suspects or solve crime. These identifications rest with the quality of the prints. Only when the prints are of high quality can we expect latent searches to yield suspects and the 10-print searches to provide real identification information.

The second characteristic of a useful AFIS system is the speed with which the identifications can be made. Early identification aids laws enforcement, stops early release of identified criminals, and provides critical information to the enforcement agencies as suspects pass through the criminal justice system.

IMPLEMENTATION PLAN:

The purpose of the new WIN *Rainbow* initiative is to increase the quality of fingerprints and to speed the identification of suspects by greatly enhancing and standardizing fingerprinting technology within the State. To accomplish this objective WIN in conjunction with the State of Utah will purchase and install all new fingerprinting equipment at both the central site (Department of Public Safety) and in Salt Lake, Davis, Weber and Utah Counties. In addition to purchasing hardware, software must be developed within the Department of Public Safety to interface the new fingerprinting technology to the existing criminal history file.

PROJECT 4: Obtain Prosecutor Declinations

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.

COST: \$54,000

In Utah, the prosecutions system has been one of locally elected county officials. Not surprisingly this has meant that the policy and procedures vary considerably between each county. Implementation of a standardized method of information collection and dissemination is extremely difficult in this situation. Often the requirements of the state agencies have been perceived by the counties as unnecessary. In addition, the Bureau of Criminal Identification has lacked sufficient resources to evaluate and include these officials in the criminal history process.

IMPLEMENTATION PLAN:

Increase the role of prosecution in the criminal history process by changing the flow of criminal history forms. Develop an information system to allow for the electronic transfer of data from the jails to each prosecutor. Allow the prosecutor to electronically file INFORMATIONS from each office to the applicable court location.

PROJECT 5: Implementation of O-TRACK

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Improve the ability to track dispositions, current legal status and custodial history.

COST: \$250,000 Byrne

\$250,000 NCHIP

A goal of the Byrne grant program is to enhance the quality, completeness and accessibility of the nation's criminal history record systems. The Utah Department of Corrections has an important role to play in improving the quality, accuracy, and completeness of Utah's criminal history records. Corrections is the source of information about offender custody and parole and probation supervision, especially information about time served in prison or under supervision.

Utah Department of Corrections has an old, out-dated offender tracking data base which is the source of the state's information on offender custody and probation and parole supervision. This data base is cumbersome and transfer of custody information from Corrections to the criminal history repository is now done with paper reports and manual data entry. The old data base cannot support electronic transfer of information.

Corrections is currently in the process of updating and rewriting the entire data base. As part of this on-going and long-term project, Corrections is working with the Utah State Board of Pardons and Parole to capture data about offender prison sentences, time served in prison, and Board decisions.

In Utah, the Board of Pardons and Parole has the authority to set time served in prison, within sentence ranges, and determine when sentences will expire and when parole and prison jurisdiction will terminate. This information is vital to the Utah criminal justice system. The proposed project will develop a data base to track all information relating to offender sentences, time served in prison, parole decisions, and parole violation returns to prison. In addition, the project will assist all parts of the criminal justice system in tracking offender sentence expiration dates.

IMPLEMENTATION PLAN:

Corrections is currently contracting with a data base development consulting firm, INFORMIX, to develop its new data base. The implementation plan for this project would involve working, through contract, with INFORMIX to automate the collection and transfer of sentencing and parole information.

Consultants would be used to design and program the data base to store this information. They would also design data collection screens to be used by Corrections' and Board of Pardons and Parole staff. Data to be collected would include:

- Prison sentence
- Sentence start date
- Commitment date
- Parole date
- Termination date
- Sentence expiration date
- Parole hearing date and decision
- Credit for time served before sentencing
- Time tolled for absconding from parole supervision

PROJECT 6: **Audit of the Criminal History File**

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Complete a comprehensive data quality audit of the Criminal History File

COST: \$100,000 NCHIP

The completed audits have been valuable to the operation of the criminal history upgrade *process*. Through the use of these audits, problems have been defined, and improvements have been made to the Criminal History File.

IMPLEMENTATION PLAN:

Contract with an outside agency to trace data through the system including courts, prosecutors and law enforcement to verify the accuracy and completeness of the data.

PROJECT 7: Improvement of NIBRS data quality and data collection process

GOAL: Include state and local law enforcement in the National Incident Based Reporting System (NIBRS)

OBJECTIVE: Assess and improve the quality of NIBRS data being reported to the State.

COST: \$8,000 State Funds

Utah has been involved with implementing the FBI's NIBRS crime reporting standard for a number of years. 54.5% of all Utah Law Enforcement agencies are currently reporting NIBRS data. However, there has never been an audit performed to assess the quality and completeness of the data being reported. For instance, some law enforcement agencies have reported that the way crimes are classified is different by jurisdiction. As a result, it is impossible to get an accurate statistical count of a particular crime.

IMPLEMENTATION PLAN:

This project will involve a sample of law enforcement agencies from around the state in order to discover what problems exist with NIBRS. Data will be followed from initial collection to final NIBRS reports. Through this analysis and dialogue with agencies, problems with reporting NIBRS data will be identified. Data standards will be developed to facilitate accurate reporting. Also, training manuals will be developed to assist agencies with their data collection.

PROJECT 8: Maintain the Criminal Justice Data Dictionary

GOAL: Improve the quality and completeness of the Criminal History File
Provide data statewide to aid law enforcement in their crime fighting efforts

OBJECTIVE: Maintain a comprehensive data dictionary to be used for all future criminal justice information system designers.

COST: \$40,000 Byrne

Lack of common data standards for identification, offense codes or common procedures for handling forms continues to cause confusion and data losses throughout the criminal justice system. A unified data dictionary with common codes, data structures and tabled data will aid in data collection and the improve data quality.

Lack of coherent definition is especially pronounced in the court system. The State of Utah does not have a comprehensive list of offenses which courts and prosecutors can use. This inhibits the electronic filing of reports. More importantly, the quality of data in the Criminal History File is compromised by redundant and misleading coding.

IMPLEMENTATION PLAN:

Responsibility for definitions and maintenance of data tables will assigned to appropriate agencies. The data dictionary will continue to be improved and expanded. The Offense Table will also be rewritten and standardized. To maintain and improve the Offense Table along the lines of the forgoing objectives, the following activities need to be accomplished:

PROJECT 9: Research Missing Dispositions

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Research and update missing dispositions.
Increase the quality and timeliness of fingerprint data through the use of education and live-scan technology.

COST: \$250,000 NCHIP

The success of the 1989 through 1997 research efforts have increase the felony disposition reporting rate to over 90 percent. Additional resources are being allocated to this function to ensure that the felony reporting rate remain high. A new initiative is underway to improve the disposition reporting rate of misdemeanors.

IMPLEMENTATION PLAN:

Although 1996 and 1997 NCHIP funds have most recently been used to maintain the researchers, Byrne funds will be used to continue paying contract workers to research missing felony dispositions for the years 1989- present as well as for cases involving child abuse, domestic violence, crimes against women and probable felonies. Funds will also be utilized to implement process improvements that result from research conducted. This will include training personnel involved with criminal justice data and programming updates to the repository.

PROJECT 10: COUNTY AUTOMATION PLAN

The electronic county model maximizes the electronic transfer of information both within and between organizations, as data follows the defendant through the criminal justice system. This model is planned for metropolitan Utah which consists of Utah, Salt Lake, Davis and Weber Counties and includes over 78 percent of Utah's population. In some agencies, implementation of this plan requires an entire systems re-write. In others, only the "interface" piece is missing to complete the transfer between agencies.

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: The electronic exchange of information between the county booking agencies and the county prosecutor keyed on the offense tracking number.

The inability to electronically transfer data or share information between the sheriff offices and the

county attorneys often means that prosecutors must re-enter data. This can lead to missing declinations, and poor data quality. Most of the identification and arrest information collected by the county sheriff is needed by the county attorney. By supporting the development of data systems that allow data to be transferred from the sheriff's office directly to the prosecutor we encourage the accurate reporting of data, decrease the likelihood of missing declinations, and increase the likelihood that the Offense Tracking Number will be available to court personnel at the time of filing.

IMPLEMENTATION PLAN:

Encourage counties to develop automated systems that transfer or share data between the county prosecutor and the county sheriff.

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Routinely obtain prosecution declinations/use prosecutors to aid in disposition reporting.
Create an integrated system for prosecutor case management.

Criminal history data is often lost early in the process because booking officials send the Offense Tracking Form to the wrong court. In addition, the criminal history processes lack reliable data because prosecutors cannot change or add charges to those on the Offense Tracking Form. Prosecution in Utah is mainly a county function. This has hampered attempts to incorporate prosecution in the criminal history process and create uniform procedures. This objective is aimed at decreasing system fragmentation and improving our ability to capture declinations. In Utah, the prosecutions system has been one of locally elected county officials. Not surprisingly this has meant that the policy and procedures vary considerably between each county. Implementation of a standardized method of information collection and dissemination is extremely difficult in this situation. Often the requirements of the state agencies have been perceived by the counties as unnecessary. In addition, the Bureau of Criminal Identification has lacked sufficient resources to evaluate and include these officials in the criminal history process. Courts in Utah are also diverse, in Salt Lake County alone there are many Circuit and Justice Court Judges. This has made our current process of sending the Offense Tracking Forms directly from jails to the correct court nearly impossible. Loss of the OTN form makes the eventual match of the arrest and disposition a overwhelming manual task.

IMPLEMENTATION PLAN:

We will enhance the role of prosecution in the criminal history process by automating their case management system. With a new system, the booking agencies will send the arrest data (OTN forms) directly from the jail to each county prosecutor. When the prosecutor receives the data electronically it will ensure that every arrest is reported properly and will ensure that the OTN number will be available to the court at the time of filing, or the prosecutor can transmit declinations directly to the repository.

GOAL: Improve the quality and completeness of the Criminal History File

OBJECTIVE: Integrate live-scan technologies into the booking process to increase the timeliness and quality of fingerprints.

Since the late-eighties the Department of Public Safety has been engaged in the development of the Western Area Identification Network. This nine state cooperative project has enable Utah

along with California, Idaho, Washington, Oregon, Montana, and Nevada to purchase an Automated Fingerprint Identification System (AFIS). The primary aim the AFIS is to identify suspects or solve crime. These identifications rest with the quality of the prints. Only when the prints are of high quality can the latent searches yield suspects and the 10-print searches provide real identification information. Secondly, the AFIS can be used to speed the identification process. Early identification aids laws enforcement, stops early release of identified felons, and provides critical information to the enforcement agencies as suspects pass through the criminal justice system.

Currently, fingerprint verified identification of the arrested can require three weeks to be completed by the Utah Department of Public Safety, Bureau of Criminal Identification. The LIVE-SCAN project would provide local law enforcement agencies with the capability of using new technology during the fingerprinting and identification process. It will also greatly enhance the quality of fingerprints in the AFIS, and speed the identification of suspects. The following problems have been identified with the current manual fingerprinting and booking process:

The traditional inked and rolled printing process is very slow. Each suspect's fingerprints are rolled three times. One card is generated for the Federal Bureau of Investigation, the second card is provided to the Department of Public Safety, Bureau of Identification (BCI) and the third card is for the booking agency. In Salt Lake County, for example, it takes approximately 15 minutes to roll one set of fingerprints. Usually the quality of the fingerprints decreases as each print is taken. The first and best card is usually retained by the booking agency. The second card is sent to BCI and used for identification and input into AFIS. The last and poorest quality card is sent to the Federal Bureau of Identification. Hence cards are often returned to the booking agencies because of poor fingerprint quality and our identification databases are populated by second or third quality prints. While live-scan technology increases the speed of the identification it does not provide the technology do the identification. Early, positive identification of those arrested decreases the chances of releasing dangerous suspects and greatly increases the likelihood of capturing declinations or dispositions.

IMPLEMENTATION PLAN:

Coordinate and fund county integration of live-scan technology into their current booking system. *Electronically transmit the fingerprint cards to the Bureau of Criminal Identification.* Provide counties with and EWS terminal to complete the fingerprint identification process within the county. This would allow prosecutors and courts to use the identification/ finger print data and speed the entry of this arrest data into the repository.

PROJECT 11: Link county jails together/ Provide Victim Notification Database (Pilot Project)

GOAL: Facilitate local agency data sharing
Provide data statewide to aid law enforcement in their crime fighting efforts

OBJECTIVE: Connect county jail using new technology

COST: \$115,861 Byrne

Currently, local law enforcement agencies or state agencies do not know who is in jail at any given time. Under this proposal, a pilot project would be developed to allow the sharing of this

information.

IMPLEMENTATION PLAN:

Using technology developed by the University of South Carolina, jails would be linked together through the INTERNET to provide accurate and timely information on who is currently in jail, along with information on the victims associated with each offender. This data could then be shared among law enforcement agencies and victim rights organizations to aid timely notification of victims.

PROJECT 12: COMSTAT Pilot Project

GOAL: Facilitate local agency data sharing
Provide data statewide to aid law enforcement in their crime fighting efforts

OBJECTIVE: Implement a COMSTAT pilot project

COST: \$30,000 Salt Lake County

Misdemeanors are the most frequently occurring crimes in the State of Utah. Failure to arrest or service warrants on misdemeanor criminals eliminates the impact of consequences for the largest number of Utah's criminals. Absent of consequences, these small time criminals are more likely to continue their criminal careers graduating up to felonies and progressively more violent crimes. Numerous US cities have learned that aggressively pursuing misdemeanor criminals leads to an overall reduction of crime by intervening early in their criminal careers.

IMPLEMENTATION PLAN:

By using crime mapping, a law enforcement agency can create a visual picture of criminal activity within their jurisdiction. Armed with this information the law enforcement agency can allocate its limited resources to combat crime where it most frequently occurs. Once identified, law enforcement can aggressively pursue these offenders regardless of where they relocate their criminal activity.

Implementation of this proposal will require locating a police agency willing to put into practice the tactical concept of reducing crime by pursuing misdemeanor criminals. Implementation of this proposal can also be directly related to other proposals mentioned such the crime mapping.

Another component of the implementation plan is the servicing of misdemeanor warrants. This would include the upgrade of the Statewide Warrants System to ensure that all warrants on the system are currently active, and "serviceable".

PROJECT 13: Crime Mapping

GOAL: Provide data statewide to aid law enforcement in their crime fighting efforts.

OBJECTIVE: Provide mapping technology to local law enforcement agencies

COST: \$25,000 Salt Lake County

Crime mapping (the practice of marking a criminal event and its location of occurrence on a map) enables a law enforcement agency to view the location and type of crime that is occurring within their jurisdiction. The product for an agency using crime mapping is the ability to visually display where criminal activity is most frequently occurring, the time the criminal occurrence took place as well as the type of crime committed. In practice, law enforcement can use crime mapping as a guide for officer deployment, to present a clearer picture of crime in their jurisdiction, to enhance public safety by increasing patrols in high crime locations and to better prepare officers to deal with the crime specific to their patrol.

Law enforcement can do crime mapping without computer mapping technology. However, producing maps electronically allows the agency to better manage large amounts of information each day as well as the production of timely and accurate crime maps. The speed and completeness of data generated by current crime mapping technology raises the value of mapping to that of a vital tactical and strategic tool law enforcement can use on a daily basis.

IMPLEMENTATION PLAN:

A local law enforcement agency will be selected to act as a pilot agency for the implementation of crime mapping. It will be required that this agency use mapping to the best of their ability as a tactical aid in their daily business. Funding will be provided to planners within the selected jurisdiction or directly to the law enforcement agency to aid in the mapping development. Cost will include mapping software, costs associated with data extraction from the selected agency's Jail Management Systems to the spatial analysis software and any training required for users of the crime mapping software. Periphery costs might include: a computer, and printer.

Following the purchase and delivery of all software, hardware, data extraction requirements and training; timely and accurate crime maps will be produced by the pilot agency and used as tactical crime prevention and crime solving tools. After one year of actual crime mapping the agencies pilot program will be evaluated. The findings of the evaluation will determine the value of delivering crime mapping technology to other law enforcement agencies.

PROJECT 14: 800 Mhz radio communications

GOAL: Allow for efficient voice and data communications between agencies

OBJECTIVE: Help implement 800 MHz Land Mobile Communications

COST: \$1,959,100 State Funds

Because new local and statewide UHF frequencies are unavailable and the FCC is splitting the narrow band frequencies under the UHF and VHF spectrum, the criminal justice system is beginning to convert their UHF and VHF land mobile radio communication environment to an 800 MHz land mobile radio communication system. Instead of throwing current and future budget monies towards technology that will not meet the current or future department growth, we will begin the conversion now. 800 MHz equipment such as controllers, trunked site systems, or intelligent repeaters which may be construed as primary infrastructure equipment.

IMPLEMENTATION PLAN:

Using the partnership already developed in the formulation of UCAN. The system will continue to purchase technologies that will allow us to purchase 800MHz equipment.

PROJECT 15: Criminal Justice Data Warehouse

GOAL: Provide data statewide to aid law enforcement in their crime fighting efforts.

OBJECTIVE: Create a Criminal Justice Data Warehouse

COST: \$250,000 Byrne Federal Grant

Statistical data necessary to evaluate the flow of information through the criminal justice system is lacking. By compiling data in a centralized database policy makers would have the ability to pinpoint problem areas.

IMPLEMENTATION PLAN:

Using new technologies compile data required to gather the necessary information. These technologies would include; relational database technologies, “end user” analytical tools, statistical analysis software.

PROJECT 16: Local Law Enforcement Connectivity

GOAL: Provide data statewide to aid law enforcement in their crime fighting efforts.

OBJECTIVE: Provide Connectivity to Local Law Enforcement Agencies Record Management Systems

COST: \$100,000 Local Law Enforcement

Currently, local law enforcement agencies are hampered by the lack of detailed information about current cases that are being investigate by geographically contagious agencies. It has been suggested that this has lead to fewer cases being cleared, and inefficient use of investigative resources.

IMPLEMENTATION PLAN:

Partner with law enforcement software vendors to allow gateways to connect the different database together.

PROJECT 17: NCIC 2000

GOAL: Provide data statewide to aid law enforcement in their crime fighting efforts.

OBJECTIVE: Upgrade network hardware and software to implement NCIC 2000

COST: \$140,000 Byrne

IMPLEMENTATION PLAN:

Utah is implementing NCIC 2000 in a phased approach. The addition of the additional data elements required for NCIC 2000 should be complete very soon. There are other components that will require additional funding. These would include the ability to handle graphics,

photographs and fingerprints. We will need to purchase scanners and printers and other equipment in order to fully implement these features. We will also need to hire contract programmers to assist with the implementation.

PROJECT 18: Create a new Technology Plan

GOAL: Provide data statewide to aid law enforcement in their crime fighting efforts.

OBJECTIVE: The creation of a new technology plan

COST: \$150,000 Federal Planning Grant

IMPLEMENTATION PLAN:

Utah is in the process of completing several new information systems. These include: a new offender management systems, a re-write of the criminal history repository, a new juvenile information system and a new court management system. We are hoping to acquire the assistance of a consultant that could update our record improvement plan by leveraging our new technologies.

Priority #8 - Improve Training and Investigative Skills of Law Enforcement Officers

In recent years this funding priority has been one of the most beneficial in terms of providing direct and immediate support to law enforcement agencies throughout the State. Strategic planning for administrators; video training broadcast to officers throughout the State; and crime scene investigation training and equipment projects are all programs which have been funded under this priority. The number of applications submitted increases every year, especially for crime scene investigation/emerging technology funding. The 2000 strategy will include continuation funding for crime scene investigations & emerging technology and Strategic Planning.

YEAR IN REVIEW

Strategic Planning

During the 1999 Legislative Session, House Bill 145 was passed, providing the Utah Commission on Criminal & Juvenile Justice (CCJJ), with the responsibility of developing a crime reduction plan. The legislation also tasked CCJJ to hold at least one "Crime Reduction Conference." To begin the process of developing this plan CCJJ recruited the help of the Utah Chiefs and Sheriffs associations. These associations created a Joint Crime Reduction Planning Committee, to work with CCJJ in the development of a Statewide Crime Reduction Plan. The committee decided a survey of all local law enforcement as well as city and county prosecutors, state justice agencies including the Department of Corrections, the Department of Public Safety, the Division of Youth Corrections, the Board of Pardons and Parole, the Administrative Office of the Courts and the Attorney General's Office. Response from the survey was unprecedented. 84% of the states population was covered by an agency returning a Crime Reduction Survey.

Four topic areas were defined in the results of the survey. The topics include: Drugs and Related Crime, Family and Community Safety, Information Systems and Communication and Justice System Accountability. The most popular response related to drug related crime.

Crime Scene Investigation/Emerging Technology

Most recipients of Crime Scene Investigation grant funds pursued additional training for their officers by sending them to the Utah State Basic and Advanced Crime Scene Academy and/or other crime scene training conferences. Equipment and supplies purchased included time lapse VCR's, night vision scopes, radios, fuming hoods, evidence kits, tire and footprint kits, surveillance systems, lap-top computers, scanners, digital and 35mm cameras, and photo processing supplies.

POST Curriculum Analysis and Training Equipment

Work is progressing on the curriculum analysis project. In July of 1998 a 13 member task analysis committee was created to oversee this entire project. Representatives were selected from law enforcement agencies, correctional agencies, and several universities within Utah. An evaluation has been made of recent curriculum/task analysis projects in Idaho, Michigan, New Mexico, Arizona, and Ohio. This review identified over 500 tasks which will be included in Utah's task analysis. *Thomas & Means* of North Carolina developed a physical fitness standard for Utah law enforcement officers.

2000 FUNDING

Strategic Planning

Continuation funding - (Program purpose #16 - \$22,500)

Funding for strategic planning will continue with an emphasis on the results of the Crime Reduction Survey and conference. CCJJ's final Crime Reduction Plan will be further developed and presented to the 2000 Utah State Legislature. Specific goals and objectives relating to this effort are outlined in the final report which is posted on CCJJ website at: www.justice.state.ut.us

Crime Scene Investigation/Emerging Technology

Continuation funding - (Program purpose #16 - \$35,000)

This program has been very popular among Utah's law enforcement community. Grants funded under this program area have been largely one year awards with new applicants receiving first priority in the allocation process. This policy has allowed many different law enforcement agencies access to grant funds without a significant waiting period. A majority of grants have been issued to smaller agencies in rural Utah where tax bases are burdened simply providing funds to meet basic law enforcement needs. Since the creation of this grant program, 38 different law enforcement agencies in Utah have received CSI/ET grant funds. Of that number, 12 have received funding in at least two different years. Over \$681,000 has been awarded to subgrantees under the CSI/ET program to date.

POST Curriculum Analysis and Training Equipment Abstract

Discontinue funding - (Program purpose #16 - \$105,000)

This program was designed to be a two year program. During the first year classroom training equipment was purchased and installed. Also during the first year surveys were distributed to law enforcement officers requesting information about their most frequently performed duties. From these surveys and a review of task analysis completed in other states Utah's Police Officers Standards and Training (POST) was able to develop new curriculum for the academy. The second year of this program was funded in the 1999 grant year. This second year allowed POST to hire a professional writer/analyst to actually draft curriculum and teaching materials for all classes taught at the academy. It is anticipated that having a analyst on staff will allow ongoing revisions to the curriculum and teaching materials.

POST Equipment/Training Enhancement Program Abstract

Discontinue funding - (Program purpose #16 - \$163,000)

POST is responsible for developing and administering curriculums necessary for training every law enforcement officer in Utah. On average, 220 officers graduate from the academy every year. In addition, every officer in the state is required to complete 40 hours of in-service training each year. POST's Regional Training Bureau provides the majority of these courses.

The primary expenditure under this grant program was to purchase two new Firearms Training Simulators (FATS). The FATS allow officers to experience (via computer imagery) real life scenarios such as domestic violence, traffic stops, aggravated assaults, gang encounters, building searches, and scenarios applicable to SWAT officers, undercover officers, and narcotic officers. Prior to the purchase of new FATS recruits were only able to train for only one-half hour during their 13-week academy, utilizing POST's 10-year-old FATS machine which was in need of repairs much of the time. Two FATS were purchased during the grant year as well as a trailer so that one simulator could be transported to law enforcement agencies throughout the state for re-certification training.

Strategic Planning for the 2002 Winter and Paralympic Games Abstract

Discontinue funding - (Program purpose #16 - \$105,000 One time funding)

Salt Lake City was named the host city for the 2002 Winter Games and the Paralympic Games by the International Olympic Committee on June 16, 1995. The Olympic Games will be held February 8 - 24, 2002 with more than 1 million spectators expected to attend. Competition is scheduled for seven sports in 68 medal events. An estimated 3,500 athletes and officials from 80 National Olympic Committees are expected to participate.

The 2002 Winter Games and Paralympic Games present unprecedented challenges for Utah's local, state, and federal law enforcement agencies due to the uniqueness of this athletic event. The Games will receive a high degree of visibility, both domestically and internationally, and are potential targets for acts of terrorism. The combination of sports competition and world attention, as well as the magnitude and duration of these major international events will require an intensive level of public safety planning, interagency cooperation, and sharing of resources.

1999 grant year funding was awarded to allow local venue commanders to attend training at the Sydney summer games in 2000. By attending the summer games law enforcement will be able to learn from the security and other protective systems first hand. This knowledge will be brought back to Utah for aiding in security for the winter games.

Night Vision Technology for the DPS Aero Bureau Abstract
Discontinue funding - (Program purpose #16 - \$16,000)

The DPS Aero Bureau serves the needs of state and local law enforcement agencies throughout Utah, utilizing fixed wing aircraft as well as Bell helicopters with Forward Looking Infrared (FLIR) technology.

The FLIR allows the Bureau the ability to provide aerial support to ground units after dark. The technology uses infrared light to provide visual contact between the aerial observer and fugitives, drug or gang suspects, or missing persons using heat they produce to reveal their location. In the dark, individuals clearly appear gray/white against a darker background when viewed with an infrared light source.

Night vision technology in the form of goggles were purchased with grant funds. This night vision gear allows pilots to see at night while traveling in rural areas of the state where there is insufficient ambient light to maneuver the aircraft safely. Prior to this purchase if the Aero Bureau was called out to a rural location at night they would be required to wait until sunrise to respond.

**Priority #9 - Enhance Crime Lab Evidence
Analysis Capabilities**

The Utah State Crime Lab system is an essential element in the law enforcement community. Every law enforcement agency and judicial system in the state is affected by criminalist's ability to properly analyze evidence submitted. Last year Utah's Lab system analyzed evidence from over 6,711 cases. The 2000 strategy includes continuation funding for the new satellite Crime Lab in Price, Utah, additional technical equipment for the Salt Lake and Ogden labs, and funding to hire and train a questioned documents examiner.

YEAR IN REVIEW

Eastern Utah Criminalistics Laboratory

A Byrne grant was awarded on July 1, 1998 providing the necessary funding to establish a satellite crime lab in Price, Utah. This lab is located on the campus of the College of Eastern Utah. Remodeling work has been completed. A criminalist has been hired to staff this lab and has moved with his family to Price City. This lab is open and fully functional. Many law enforcement agencies are benefitting from the opening of this rural crime lab. Officers are able to travel to the lab and back within a few hours rather than traveling to Salt Lake City which added an additional 150 miles to their trip.

2000 FUNDING

Eastern Utah Criminalistics Laboratory
Continuation funding - (Program purpose #15-A \$75,000)

For many years law enforcement agencies from Eastern Utah have been requesting a crime lab "close to home". A number of agencies are located far enough from the state's current labs that two days are required of an officer submitting evidence. With the existence of this new lab, they have cut their time considerably. There is no change in funding amount this year. The \$75,000 outlined above primarily represents the cost of one full-time employee and ongoing equipment costs.

Chemistry Section Upgrade

Continuation funding - (Program Purpose #15-A \$161,000)

During August 1999, the Salt Lake Lab located at the Department of Public Safety (DPS) was given approval to almost double the size of the lab by expanding into office space previously housing the Bureau of Criminal Identification. Just one month later, DPS was finally able to sign a lease agreement with Ogden City for new space for the Ogden Lab at the old Defense Depot Ogden. Weber State University, which housed the lab for many years, asked more than two years ago that the lab be relocated so the university could use the lab space for classrooms.

Grant funds partially offset the costs to remodel the DDO lab space but all remodeling for the Salt Lake Lab is being paid for with Crime Lab funds saved from an open criminalist position. There are no funds, however, in the budget to purchase needed workbenches for the Salt Lake Lab or for technical crime lab equipment for both the Salt Lake Lab and the Ogden Lab.

The criminalists in the Salt Lake Lab analyze *approximately 561 fingerprint* cases every year. While we have well trained fingerprint analysts, we have been forced to use makeshift equipment (a refrigerator and iron) which will not fully develop all the latent prints.

The Department of Public Safety is requesting Byrne funds in order to purchase the following equipment:

Workbenches with DURCON™ Worktops are needed for the new section of the Salt Lake Lab. The majority of forensic laboratories around the country use these same worktops and cabinets for their examination and work areas. The workbenches are manufactured by Kewaunee Scientific (Contour line of laboratory furniture).

A Fuming Chamber is needed by the Salt Lake Lab designed for fingerprint development using the Superglue method, and we now have the space to accommodate it. Fisher Hamilton produces a line of forensic cabinets designed for superglue fuming.

A Humidity Chamber is needed by the Salt Lake Lab designed to create an environment of high heat and high humidity for the development of Ninhydrin/DFO treated prints. Sanyo/Gallenkamp have a line of fingerprint development chambers designed to create an environment of high heat and high humidity for the development of Ninhydrin / DFO treated prints.

Two Ductless Fuming Hoods are needed in the Salt Lake Lab in support of the fingerprint analyzation - one for fingerprint powdering and the other for fingerprint chemical processing. Several companies can provide these hoods.

A Gas Chromatograph/Mass Spectrometer (GC/MS) for the Ogden Lab is needed so the drug samples can be analyzed quickly and accurately for our law enforcement and judicial

system customers. This will replace a GC/MS that is ten years old which regularly needs repairs. These repairs are becoming more difficult due to the fact this machine is no longer manufactured and parts are rare.

Questioned Document Examiner Abstract

Addition of New Program - (Program purpose #15-A \$75,000)

Problem Statement:

It appears that Utah is the only State crime lab in the U.S. that does not have at least one questioned document examiner on staff full-time (either certified or in training). By comparison, Colorado has 11 certified document examiners, San Diego's Metro area crime labs have 14, San Francisco Bay area has 10, Los Angeles has 15 to 20, Nevada has three, and Idaho has one. The Utah lab system currently contracts with the only certified questioned document examiner in the state for 20 hours per week. He examines approximately 100 documents a year under this part-time contractual agreement. It is estimated that there are at least 300 criminal and civil cases per year in Utah which involves questioned documents, yet only one third of this evidence can now be examined. As a result, attorneys and victims of crime are handicapped during the prosecution of their cases. Utah needs to hire and train a criminalist to work full-time as a questioned document examiner.

Utah's former crime lab questioned document examiner was disqualified during the accreditation process because his technical skills, abilities and training did not meet ASCLD standards. As a result, the bureau had to contract with George Throckmorton for \$22,000 per year. We have concerns regarding this contract for three reasons. One, Mr. Throckmorton will be retiring within the next two years, and he will reduce the number of hours he spends examining questioned documents. Two, the number of documents which could be submitted for forensic examination by local law enforcement is limited by the current contractual agreement. And three, the inability for peer and technical review by another examiner which is so crucial to ensure the quality of analysis.

A questioned document examination is a forensic science, and involves handwriting comparisons, typewriting comparisons, physical alterations to a document and many variations on this theme. Questions involving indentations, erasures and alterations can be answered with careful use of lighting, photography, and simple, nondestructive chemicals in the document examination laboratory. Infrared and ultraviolet photography is used to answer questions that remain mysteries under normal lighting. Questioned document examiners cannot determine gender, age, or whether or not the writer was left or right-handed

Documents that are routinely examined include forged checks (60 percent of all cases), medical records, bank documents, titles, drivers' licences, social security cards, wills, deeds, income tax records, time sheets, anonymous letters, etc. Crimes that may require questioned document examination include fraud, homicides, rapes, burglaries, etc. Depending on the nature and condition of the documents involved, the following commonly asked questions can be answered by the trained and experienced questioned document examiner:

Is the signature genuine?

Is the document forged, and if so, is it forged by a particular person?

Is the same person the author of several documents?

Which of a group of people wrote an anonymous letter?

Did someone guide a person's hand as a will was signed?

Did the doctor come back later and alter the medical records?
Did the signer of the document also initial the changes?
What is written under a crossed out portion of the writing?
Was the document written on the date indicated?

Strategy to Address the Problem:

Utah needs to hire and train a criminalist to work full-time as a questioned document examiner.

Establish a full-time forensic specialist position in the Bureau of Forensic Services and hire an individual who can be trained as a questioned document examiner. We have chosen to hire and train this individual since there are currently only 300 certified forensic document examiners in the U.S. - and as a result, they command a salary that far exceeds what we can pay in Utah. Hiring questioned document examiner trainees is a common practice. Idaho and several other states currently have such trainees because they were not able to recruit experienced and certified questioned document examiners.

George Throckmorton, a questioned document examiner certified by the American Board of Forensic Document Examiners, will train the crime lab's new hire according to the American Board of Forensic Document Examiners (ABFDE) certification standards. The minimum qualifications for ABFDE certification are:

- Baccalaureate degree
- Full-time training program in a recognized document laboratory
- Two years of additional independent document work
- Full-time practice of forensic document examination

Mr. Throckmorton will continue to examine at least 100 documents per year for the Bureau of Forensic Services and use those documents for training purposes with the criminalist trainee. Mr. Throckmorton's contract will be increased from \$22,000 a year to \$27,000 a year to examine documents and provide the required training. The Byrne grant will pay for the additional \$5,000 contractual fee.

Since fingerprints are often a key component of questioned document examination, and the examination process is consistent for both documents and fingerprints, this criminalist will also be cross-trained as a fingerprint examiner. Average workload for document examiners is 25 cases per month or 300 per year.

The questioned document examiner position will be established as a forensic specialist (grade 47-62) with a beginning salary of \$30,000 salary plus \$17,000 in benefits. The following job recruitment requirements will apply to the questioned document examiner trainee position:

Job Duties -

- Examines and compares questioned handwriting with known standards for the purpose of determining the authenticity of the writing and ultimately identifying the writer whenever possible;
- Compares and identifies writing, typing, printing instruments, rubber stamps, duplicating devices and other documentary evidence; restores and deciphers obliterated, indented, and/or charred documents using various physical and chemical techniques; conducts microscopic analyses of photocopies.
- Obtains handwriting examples from suspects for comparison purposes;
- Provides chemical analyses;

Provides expert testimony in court; and
Writes reports and conducts research.

Education -

Applicants must possess as a minimum a Bachelor's degree with a concentration in a physical or natural science, criminal justice, etc.
A background in chemistry is desirable.

Knowledge and skills desired -

Operation of equipment used to perform forensic analysis;
Forensic analysis methods, process and techniques;
Ability to testify in a court of law as an expert witness in questioned document examination;
Knowledge of proper handling and preservation of evidence.

Additional requirements -

Applicants must be legally entitled to work in the United States (i.e., a citizen or national of the U.S., a lawful permanent resident, an alien authorized to work in the U.S.) and must be fluent in technical English.
Applicants must be able to pass a "Form Blindness Test" which screens out those individuals who cannot differentiate between certain shapes.

Goals, Objectives, Activities and Performance Measures:

- Goal:** Ensure timely and cost-effective analysis of questioned documents submitted by local law enforcement in Utah.
- Objective:** Hire and train a full-time criminalist as a questioned document examiner.
- Activities:** Recruit, screen, hire, and train a criminalist as a questioned document examiner according to ABFDE certification standards.

Administrative Measures:

- A. The criminalist with the best qualifications as a questioned document examiner trainee will be hired within one month of the grant being awarded
- B. The criminalist will satisfactorily complete all assignments given to him or her by Mr. Throckmorton as part of the training program, under the supervision of the forensic lab identification supervisor.
- C. The criminalist will analyze all questioned documents provided to Mr. Throckmorton as part of his or her training.
- D. The criminalist will attend appropriate training conferences to obtain and maintain his or her expertise in questioned document examination and fingerprint analysis.

Performance Measures:

- A. The criminalist will develop an expertise in questioned document examination, obtaining consistently favorable evaluations from his or her trainers annually.
- B. The criminalist will meet all the minimum requirements for certification as a questioned document examiner. His or her expertise will be tracked by the following:
 - 1. Number of questioned documents examined.
 - 2. Successfully complete all proficiency testing as set forth by ASCLD in each

forensic discipline.

Priority #10 - Reduce Delay in Utah's Court System

The court delay reduction priority was new to the Utah strategy in the 1998 grant year. Funding will be increased in this priority for the 2000 grant year to continue the Court Delay Reduction program and make funds available for a new abstract to provide Drug Courts and Domestic Violence courts with additional case managers.

YEAR IN REVIEW

Court Delay Reduction

Funding for this program was made available to the Administrative Office of the Courts on July 1, 1998. As with the beginning of many new grant programs, the Courts experienced challenges in hiring personnel. The grant included funding to hire a full-time project director, however, attempts to find a qualified, suitable candidate were met with failure due largely to the limited nature of grant funding. The courts finally contracted with a justice management firm to carry out this two year project. A project steering committee was established including judges, court executives, information services, and the Utah State Bar to assist in the development of this program.

Domestic Violence and Drug Court Case Managers

Grant funding was secured in an effort to meet critical personnel needs for two of Utah's specialty courts. In both the Drug Court and Domestic Violence court case loads had reached a point where one judge was not able to hear all cases. Case managers were hired to some consistency in the management and tracking of offenders. A four phase drug intervention strategy was offered to 182 active participants of Drug Court. Of these 182 participants none recidivated during the first quarter of the 1999 grant year. Continued expansion of drug courts throughout the state is gaining more and more momentum. The governor is proposing in the 2000 state legislature to take the program statewide.

For Domestic Violence a system of reviews, treatment and sanctions were established in August, 1999, meeting with treatment providers, law enforcement agencies, and the courts. This protocol went in effect immediately and is currently being used. A domestic violence tracker/coordinator was hired to better track sanctions.

2000 FUNDING

Court Delay Reduction

Continuation funding - (Program purpose #10 - \$71,000)

Continuation funding will be provided to ensure the goals and objectives outlined for the second, and final, year of funding will be available. Due to delays experienced in hiring personnel, consideration may be given to a third year of funding if necessary.

Domestic Violence and Drug Court Case Managers

Continuation funding - (Program purpose #10 - \$71,000)

Continuation funding will be provided to ensure the goals and objectives outlined will be accomplished. They will continue to create a case management structure and process timely and effective tracking of defendants in Domestic Violence and Drug Courts. This will be accomplished by maintaining community task forces for Domestic Violence and Drug Courts. The courts will track and monitor defendants convicted of a misdemeanor who are sentenced to counseling but are not being supervised by another agency.

Priority #11 - Reduce White-Collar Crime

No changes are being proposed in this priority area for the 2000 funding cycle.

YEAR IN REVIEW

The white-collar forensic lab grant was awarded July 1, 1998 and its first year was largely consumed with start-up activities. Since a "forensic specialist" was a new position in state government, the Department of Human Resource Management had to complete an extensive review and justification process that consumed eight weeks. Once the position was established, the job was posted. Several applicants applied and on January 15, 1999 an experienced individual was hired to fill this position.

As of the end of the grant year the lab had closed nine cases and still had 14 active cases ranging from theft to child pornography to tax fraud. Most of these cases were a result of assisting other law enforcement agencies including: Salt Lake City PD, Salt Lake County Sheriff, Layton City PD, Sandy City PD, Utah State Tax Commission, and the Utah Motor Vehicle Enforcement Bureau. While working these cases the lab has analyzed 25 hard drives, and more than 110 floppy discs and CD's. So far six arrests have been made with prosecutions pending and the forensic specialist has been subpoenaed to testify as an expert witness in two upcoming trials.

2000 FUNDING

White Collar Technology Forensic Lab

Continuation funding - (Program purpose #6 - \$100,000)

This program will continue to be funded in the 2000 grant year. Continuation funding will be provided to insure the goals and objectives outlined will continue to be achieved. Funding outlined in the 2000 strategy will be used primarily for employee compensation and ongoing program costs.

Priority #12 - Racial and Ethnic Fairness Task Force

YEAR IN REVIEW

The Racial and Ethnic Fairness Task Force was formed in March 1996 to examine and address real and perceived bias toward racial and ethnic minorities within Utah's criminal justice system. The first phase of the Task Force has been very productive. The Task Force conducted twenty-seven public hearings from May 1998 to April 1999 in different communities across the state.

Some of those hearings centered on geographic areas, such as rural areas of Southern Utah. Others focused on a particular group, such as a hearing for Mexican Americans at Centro Civico Mexicano in Salt Lake City. Hearings were conducted in order to understand Utahns perceptions about the criminal justice system. Comments centered around law enforcement, despite attempts to collect information about the entire criminal justice system. This effort to understand perceptions was coupled with efforts to reach out to educate Utahns with information about the criminal justice system.

The Task Force has dedicated a significant portion of its recent efforts with working with law enforcement to understand and address the perceptions about racial bias and profiling that many public hearings participants voiced. The Task Force has heard from Utah law enforcement heads about their own perceptions on issues of race and ethnicity and, as stated above, has begun a process to collect and analyze data that will provide greater understanding of these issues. A major purpose of the requested funding is to allow adequate time and staffing to develop this segment of the Task Force's activities in a way that will promote collaboration between law enforcement and other criminal justice entities both in terms of research and system improvements.

2000 FUNDING

Racial and Ethnic Fairness Task Force

Continuation funding - (Program purpose #16 - \$20,000)

The Racial and Ethnic Task Force was added to the 1998 strategy by amendment using de-obligated funds. The Task Force is actually nearing the end of its study and requested Byrne funding to allow adequate time and staffing to develop the law enforcement segment of its activities. The efforts of the Task Force ultimately will affect all aspects of the criminal justice system including, "enforcement, prosecution and adjudication". It is anticipated that 2000 funding will be the final allocation for this effort.

E. Evaluation Plan

Most grant programs are reviewed and evaluated through narrative and financial reports, and on-site monitoring. CCJJ's staff is very limited and unfortunately formal evaluations of our Byrne funded programs have not been as frequent as we would like. In an attempt to rectify this issue we have begun contracting with local Universities to provide formal evaluation of selected programs. Evaluations that have occurred, or are in process currently, are discussed within the body of this plan.

Grant and fiscal management training is provided to each new director assigned to a project. In October 1999 CCJJ hosted its second annual grant management training conference attended by program and financial representatives from each of our grant programs. Approximately 150 individuals attended this all day training which covered a range of topics from financial management and reporting to program monitoring and evaluation. Current evaluation activities and results are as follows:

- **Quarterly Reports Assessment:** All projects are required to submit quarterly narrative reports and annual reports summarizing program accomplishments based on performance measures outlined in their grant application. The quarterly narrative reports include quantifiable data such as arrests, drugs and assets seized, convictions, numbers of contacts made, etc. In addition, they include subjective results outlining problems encountered during the quarter, unexpected community responses, or ancillary benefits. And finally, administrative results are reported such as equipment purchased, training attended, personnel hired, etc.

As part of the grant review process the Byrne Program Manager works with applicants to ensure that goals, objectives, activities, and performance measures are reasonable and measurable. From those goals, narrative and statistical data is gathered and assessed by the Program Manager from quarterly reports. Information gathered in this process is used to evaluate strengths and weaknesses in each project and provide technical assistance and modifications when necessary.

- **Annual site visits:** In conjunction with assessments made from quarterly narrative reports, annual visits are used to provide one-on-one time with project directors. Program review and assessment is a major component of Utah's evaluation strategy. Since CCJJ's funds and personnel have been limited in providing more formal evaluations we have traditionally relied on annual visits as an opportunity to review issues raised during the assessment of quarterly reports. Where necessary, recommendations are made on items that appear to need further attention by project personnel.

CCJJ's Financial Grant Monitor usually accompanies the Byrne Program Manager on site visits to review financial records. A comprehensive monitoring report form has been developed to confirm that all aspects of grant projects are reviewed, ensuring compliance with federal rules and regulations. The Program Manager and Grant Financial Monitor generally meet on-site with each subgrantee once a year. Using the monitoring report form, compliance with federal regulations regarding record keeping, management of confidential funds, overtime, and fiscal management is determined.

The Grant Monitor confirms the fiscal management by reviewing records and comparing them to expenditure reports which have been submitted to CCJJ for reimbursement. All findings are documented in writing, using the monitoring form. Copies are placed in the individual project file for follow-up, and a copy is sent to the project director. An annual property inventory is also required for each project.

- **Monthly or quarterly financial reports:** Project budgets are authorized after reviewing and scoring the grant applications, and awarding the grant. Financial Status Reports document expenditures in accordance with the approved budget, with the Commission reimbursing the projects for their expenditures. Program Income Reports are also required of those projects that generate revenues from grant funded activities. Changes in budgets are allowed only with the approval of the Program Manager using a "Grant Change Request" form.
- **Formal evaluations:** During the 1998 grant year three Byrne funded programs were evaluated by the Social Research Institute at the University of Utah under the direction of Russ VanVleet. 1) The Day Reporting Center - Department of Corrections; 2) Electronic Monitoring - Division of Youth Corrections; and 3) Financial Crimes Prosecution Unit - Attorney General's Office.

CCJJ is also pleased to note that in September of 1997 Utah was selected to participate in the Byrne Evaluation Partnership Program funded by BJA. This evaluation is also being conducted by the Social Research Institute at the University of Utah under the direction of Dr. Steven Harrison. Three of our Byrne funded projects are being evaluated under this grant: 1) Juvenile Drug Courts - 3rd District Juvenile Court; 2) Non-Residential Sex Offender Treatment - Department of Corrections; and 3) Electronic Diversion and Work Program - Salt Lake County Sheriff's Office.

The following information describes the evaluation strategy outlined for each program area being funded within Utah:

Program Area #2

Narrative and statistical information will be submitted by Drug Task Forces quarterly. All information will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. Of particular interest will be statistics and data generated by those Task Forces who are combining their efforts with Gang Units in the 1998 grant year. Additional emphasis will be placed on assessing the benefits of having these two units housed and working together. Annual on-site monitoring visits will be conducted with all subgrantees in this program area. No other evaluation is currently planned for this area.

Program Area #6

As a new program area with the 1998 strategy update, the White-Collar Forensic Lab unit will receive additional review in the application process to ensure goals and objectives are reasonable and measurable. During the course of the year narrative and statistical information will be submitted quarterly. All information will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. An on-site monitoring visit will be conducted to evaluate start-up progress and discuss any challenges or needs. No other evaluation is currently planned for this area.

Program Area #10

The Juvenile Drug Court has experienced great success since its inception in Utah. Requests for additional drug courts are received on a regular basis by staff. This program is currently being evaluated as part of a three year BJA sponsored grant with CCJJ and the University of Utah, Social Research Institute. Since the Drug Court is a relatively new program, the first year will primarily document program procedures through a process evaluation and plan the outcome evaluation. The final two years will focus on collecting data on the changes that result from the various program activities.

The Court Delay Reduction Program will submit quarterly narrative and statistical reports. Information gathered will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with both programs to evaluate start-up progress and discuss any challenges or needs. Evaluation of the Drug Court Program will come primarily from the Social Research Institute.

The Court Case Managers will receive additional review in the application process to ensure goals and objectives are reasonable and measurable. The Court Case Managers Program will submit quarterly narrative and statistical reports. Information gathered will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with both programs to evaluate start-up progress and discuss any challenges or needs.

Program Area #11

The Programming for the Mentally Challenged grant will be reviewed as per standard procedures outlined by CCJJ during its first year. As with many programs funded through the Department of Corrections it is estimated that the first year will be one of challenge and refinement. Historically Corrections has problems attracting qualified and licensed professionals to work in these types of programs. This program will be closely monitored by CCJJ through site visits, narrative reports, and financial monitoring.

Substance abuse treatment programs funded under this program area will submit quarterly narrative and statistical information which will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with all programs to evaluate progress and discuss any challenges or needs. Due to the increase in resources being made available for offender treatment the Byrne Program Manager will be working with the Research and Evaluation Office of the Utah Department of Corrections to ensure goals and outcomes for these programs are achievable, and that the necessary resources are made available.

Program Area #13

The various substance abuse treatment programs funded under this program area will submit quarterly narrative and statistical information which will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with all programs to evaluate progress and discuss any challenges or needs. Due to the increase in resources being made available for offender treatment the Byrne Program Manager will be working with the Research and Evaluation Office of the Utah Department of Corrections to ensure goals and outcomes for these programs are achievable, and that the necessary resources are made available.

The Byrne Program Manager will work closely with the Utah Substance Abuse and Anti-Violence Coordinating Council as well as the Utah Division of Substance Abuse (DSA) in monitoring the progress and outcomes of these Corrections programs. Specifically, statistics for the CIAO grant project will be monitored closely by research staff within DSA for such elements as demographics on participants, ASI test scores, referrals to local substance abuse authorities, and recidivism rates.

Program Area #15-A

Narrative and statistical information will be submitted by the Utah Crime Lab system quarterly. All information will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. Of particular interest will be results documented by the new Eastern Utah Crime Lab funded in the 1998 strategy update. Annual on-site monitoring visits will be conducted with all subgrantees in this program area. No other evaluation is currently planned for this area.

Program Area #15-B

All programs funded under the Criminal History Improvement set-aside money will be tracked and assessed by CCJJ's Research Division as part of Utah's overall Criminal History Record Improvement Plan. Byrne funding will be used in conjunction with Utah's NCHIP grant to continue making improvements in the area of criminal history records and technology. Quarterly narrative and statistical reports will be submitted and assessed by staff to generate technical assistance and program modifications. The evaluation of outcomes will be included in the overall Criminal History Records Improvement assessment rather than become the object of a separate assessment.

Program Area #16

This program area encompasses projects in a variety of areas. Narrative and statistical information will be submitted by all projects quarterly. All information will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. Annual on-site monitoring visits will be conducted with approximately half of the subgrantees in this program area. Since many crime scene investigation grants are funded with surplus or deobligated funds, and since these projects are generally for the purchase of equipment it is not anticipated that all projects will be visited. No other evaluation is currently planned for this area.

The Racial and Ethnic Fairness Task Force will receive additional review in the application process to ensure goals and objectives are reasonable and measurable. The Racial and Ethnic Fairness Task Force will submit quarterly narrative and statistical reports. Information gathered will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with both programs to evaluate start-up progress and discuss any challenges or needs.

Strategic Planning/Assessment will receive additional review in the application process to ensure goals and objectives are reasonable and measurable. Strategic Planning/Assessment will submit quarterly narrative and statistical reports. Information gathered will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with both programs to evaluate start-up progress and discuss any challenges or needs.

Program Area #20

The Salt Lake County Jail Diversion program is currently being evaluated as part of a three year BJA sponsored grant with CCJJ and the University of Utah, Social Research Institute. Since this Diversion program is relatively new, the first year will primarily document program procedures through a process evaluation and plan the outcome evaluation. The final two years will focus on collecting data on the changes that result from the various program activities. This tool will be the primary evaluation of this grant project. The Cache County Jail Diversion program will be monitored through CCJJ's standard process which includes the submission of quarterly narrative and statistical reports. Information gathered will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. On-site monitoring visits will be conducted with both programs to evaluate start-up progress and discuss any challenges or needs.

Program Area #24

Narrative and statistical information will be submitted by Gang Units quarterly. All information will be assessed by the Byrne Program Manager and used to generate technical assistance and program modifications. Annual on-site monitoring visits will be conducted with all subgrantees in this program area. No other evaluation is currently planned for this area.

ATTACHMENT A

PROGRAM ALLOCATIONS LIST

State of Utah

Submission date: January 28, 2000
Original YES
Revision

Fiscal Year: 2000
Page: 1 of 1

Program Title	Number of Projects	Year BJA Approved Program	Purpose Area	Federal Funds	State Amount	Local Amount	Pass-thru Amount	Match Amount
Multi-Jurisdictional Drug Task Forces	16	1988	02	\$1,950,000	\$0	\$1,950,000	\$1,950,000	\$650,000
Crime Scene Investigation/Emerging Tech.	5	1995	16	\$35,000	\$0	\$35,000	\$35,000	\$11,667
Strategic Planning/Assessment	1	1996	16	\$22,500	\$0	\$22,500	\$22,500	\$7,500
Jail Diversion Programs	1	1995	20	\$25,000	\$0	\$25,000	\$25,000	\$8,333
Gang Enforcement Units	2	1990	24	\$400,000	\$0	\$400,000	\$400,000	\$133,333
White Collar Technology Forensic Lab	1	1998	6	\$100,000	\$100,000	\$0	\$0	\$33,333
Court Delay Reduction Program	1	1998	10	\$71,000	\$71,000	\$0	\$0	\$23,667
Juvenile Drug Court	1	1997	10	\$75,000	\$75,000	\$0	\$0	\$25,000
Court Case Managers	1	1999	10	\$71,000	\$71,000	\$0	\$0	\$23,667
Programming for Mentally Challenged	1	2000	11	\$98,000	\$98,000	\$0	\$0	\$32,667
DOC Modular Building for Treatment/Education	1	1998	11	\$95,000	\$95,000	\$0	\$0	\$31,667
Adult & Juvenile Drug/Alcohol Treatment	5	1998	13	\$765,000	\$765,000	\$0	\$0	\$255,000
Crime Lab Support	3	1998	15-A	\$311,000	\$311,000	\$0	\$0	\$103,667
Criminal History Improvement	6	1991	15-B	\$345,861	\$220,861	\$125,000	\$125,000	\$115,287
Racial and Ethnic Fairness Task Force	1	1998	16	\$20,000	\$20,000	\$0	\$0	\$6,667
Administration	1	1988	99	\$100,000	\$100,000	\$0	\$0	\$33,333
TOTALS	47			\$4,484,361	\$1,926,861	\$2,557,500	\$2,557,500	\$1,494,787